

Social Security Bulletin

Volume 4

APRIL 1941

Number 4

Social Security in Review

FURTHER EXPANSION of the defense program was reflected in operations under the employment security program during February. Instead of the increases which usually occur in February, in both the number of continued claims for benefits and the amount of payments, decreases from January were reported. Even after allowance for the shorter number of working days in February, decreases were appreciable, particularly for claims received. The number of placements by public employment offices declined slightly during the month, although the daily rate of placements was higher than in January, and the total was 70 percent more than that for February 1940. The number of applications for employment received during the month was 25 percent less than the total for January. The size of the active file of registrants remained almost unchanged at the end of the month, however, at approximately 5.1 million.

A NATION-WIDE voluntary registration of workers who might be available for defense jobs was inaugurated through State employment security agencies on March 15. The registration is being undertaken at the request of the Office of Production Management in order to prepare for the greatly increased demand for defense workers anticipated within the next few months, as well as to meet growing shortages of skilled labor in certain occupations in the aircraft, shipbuilding, and machine-shops and machine-tool industries. All unemployed workers who may be available for work or training in defense jobs, as well as all persons now employed who have urgently needed skills which are not being used in their present jobs, are being urged to register at once at the nearest public employment office. It was emphasized that workers are not being asked to leave their present jobs but merely to register their qualifications so that they may be called upon if they are needed in an important industry.

LABOR DEMANDS of the defense program, even at the present level of expansion, have already depleted the supply of workers in certain occupations to such an extent that recruiting of workers in these fields is becoming increasingly difficult. As shortages develop, employers are tending to relax certain types of hiring specifications, such as maximum age limitations and qualifications pertaining to education, training, and experience. Reports from State and local employment offices indicate, however, that restrictions concerning citizenship are becoming increasingly severe and extensive. A recent analysis of such reports made by the Bureau of Employment Security reveals that prevailing practices of employers in this respect are much more restrictive than the law requires, and the Bureau has called attention to the fact that "contrary to what appears to be a widespread impression, aliens are not barred by law from private employment on defense contracts, except that they may not have access to plans or specifications or work under construction in the manufacture of aircraft or parts or in manufacture under 'secret, confidential or restricted Government contracts.'"

REVISED MINIMUM standards for administration of partial unemployment benefits have been adopted by the Social Security Board, and State employment security agencies have been notified that the new standards will become effective June 1, 1941. Provision is made under the new standards for maintenance of pay-roll records in such form as to permit determination of employment status and amount of earnings; assignment to employers of responsibility for assisting employees whose working hours have been reduced to file claims for partial benefits, at least for the first week of partial unemployment during a benefit year; and assumption by the State agency of responsibility for distinguishing between partial unemployment and total unemployment accompanied by odd-job

earnings, for acquainting workers with their rights to partial unemployment benefits, and, with respect to each claim for partial benefits, for verifying through the employer the amount of wages earned in each week of short-time work and for determining whether the claimant's wage loss was caused by lack of work or his own unavailability for employment.

MISSISSIPPI's new plan for aid to dependent children was approved by the Social Security Board on February 28, and an initial grant of Federal funds for payments under the plan for the first quarter of the calendar year 1941 was certified on March 11. Preliminary estimates submitted by the State indicate that aid will be extended under the plan to about 1,200 dependent children at the outset. Mississippi already has approved plans for old-age assistance and aid to the blind in operation, and with the inauguration of payments under its new plan it becomes the forty-first State with approved plans in operation for all three of the special types of public assistance for which provision is made in the Social Security Act. The new plan is to be administered by the Child Welfare Division of the State Department of Public Welfare through local offices in each county. An approved plan for aid to dependent children, administered by the State Emergency Relief Administration, was in operation in Mississippi from February 1 to April 1, 1936. The plan lapsed, however, when the legal authority of the State Emergency Relief Administration expired. Some payments were made subsequently under local plans.

PUBLIC ASSISTANCE payments and earnings under Federal work programs for February amounted to only \$215.4 million, compared with \$248.6 million for February 1940. A comparable decrease was evident also in the estimated total number of different households and individuals receiving public assistance or Federal work-program earnings, which declined from 6.2 million households, comprising 18 million persons, for February 1940 to 5.5 million households, comprising 15.1 million individuals, for February 1941.

PROVISION FOR "a fourth category of general relief . . . under which Federal funds would be made available to the States by the Social Security Board on the same basis as the three categories the Board

is now administering" was recommended by Paul V. McNutt, Administrator of the Federal Security Agency, in testimony on March 25 before the Committee of the House of Representatives to Investigate the Interstate Migration of Destitute Citizens. Mr. McNutt expressed his conviction "that there are many needy families in the United States today who are receiving such inadequate relief and medical care that their health and welfare are seriously affected. In thousands of these families there is no employable person, and therefore the possibility of securing an income through work in private employment or on public work projects is out of the question. Agricultural migrants who move from place to place and are employed only irregularly have created a serious problem in some States for a number of years. Today there is an added problem because individuals and families are leaving their homes to go to new communities, either in search of work in a defense industry or to be near a man in military service. Many such families do not find employment and in a very short time become destitute in the new community and can receive no relief or medical care because of the rigid settlement laws in most States. Thus, the need for relief of transients is likely to be increased rather than diminished by the defense program. The existence of this large number of families with insufficient resources to meet even their subsistence needs, I believe, is a very serious obstacle to the development of civilian morale essential to a defense program."

DESIGNATION OF a Director of Defense Training to supervise the national defense training activities and defense projects of the Office of Education, the National Youth Administration, and the Civilian Conservation Corps, was announced by the Administrator of the Federal Security Agency on March 27. Programs now in operation which will be supervised by the Director include pre-employment training; supplementary training for workers in defense industries; training for rural and nonrural youth; vocational training for persons employed on work projects of the National Youth Administration; part and full-time engineering defense training; and vocational training in camps of the Civilian Conservation Corps. Close cooperation will be maintained with the Office of Production Management in connection with labor supply and training within defense industries.

Employees and Their Wages Under Old-Age and Survivors Insurance, 1937-39

JOHN J. CORSON *

ANNUAL TABULATIONS of employee wage records under old-age and survivors insurance have now been made for 3 years. They supply, perhaps, the most comprehensive data so far available on employment and earnings in American industry and commerce. They depict, in more precise terms than has heretofore been possible, the proportion of the working population that is protected by the old-age and survivors insurance system. They depict too the extent of protection which is provided for workers with varying employment histories. An analysis of the recently completed tabulation for 1939 goes far to confirm the conclusions that were suggested by the data for 1937 and 1938 (table 1).¹

Comparisons of the 3 years emphasize in general the stability of the pattern of employment and earnings covered by the program, apart from the changes in wage distributions and averages that result from variations in business activity. There has been little change in the composition of the covered labor force with respect to age, sex, and race, and the same stability is found in the relations between the average earnings of such groups as men and women, white and Negro workers, or young workers in their twenties and those who are older.

This absence of sharp and unpredictable variations in the employment and wages of workers covered under old-age and survivors insurance is important in two respects. First, it tends to establish the reliability of the data from which the statistical tabulations are made. Second, it implies that conclusions drawn from the data—even though the period to which they relate is not very long—may be relied on as a basis for long-range estimates of the results of the program, and for plans for administration and legislation. It should be remembered in any discussion of taxable wages that the total or average taxable

wage cannot be interpreted as total or average earnings from employment during the year, since many workers may also receive income from non-covered employment.

Method of Tabulating 1939 Data

The tabulation of records of employee wages in 1939 was confined to a sample of approximately

Table 1.—Old-age and survivors insurance: Workers with taxable wages and amount of such wages, by sex and race, 1937, 1938, and 1939¹

Sex and race ²	1937	1938	1939	Percentage change from—		
				1937 to 1939	1937 to 1938	1938 to 1939
Workers (in millions)						
Total ³	32.4	31.0	32.1	-0.9	-4.3	+3.5
White	30.2	(⁴)	29.8	-1.3	(⁴)	(⁴)
Negro	2.2	(⁴)	2.2	.....	(⁴)	(⁴)
Male	23.4	22.3	23.0	-1.7	-4.7	+3.1
White	21.5	(⁴)	21.2	-1.4	(⁴)	(⁴)
Negro	1.9	(⁴)	1.9	.....	(⁴)	(⁴)
Female	9.1	8.7	9.0	-1.1	-4.4	+3.4
White	8.7	(⁴)	8.6	-1.1	(⁴)	(⁴)
Negro .....	.4	(⁴)	.4	.....	(⁴)	(⁴)
Taxable wages (in millions)						
Total ³	\$29,197.2	\$26,173.9	\$28,127.2	-3.7	-10.4	+7.5
White	28,248.4	(⁴)	27,214.1	-3.7	(⁴)	(⁴)
Negro	948.8	(⁴)	913.0	-3.8	(⁴)	(⁴)
Male	24,299.3	21,695.5	23,320.6	-4.0	-10.7	+7.5
White	23,446.9	(⁴)	22,508.3	-4.0	(⁴)	(⁴)
Negro	852.4	(⁴)	812.3	-4.7	(⁴)	(⁴)
Female	4,897.9	4,478.4	4,806.6	-1.9	-8.6	+7.3
White	4,801.5	(⁴)	4,705.9	-2.0	(⁴)	(⁴)
Negro	96.4	(⁴)	100.7	+4.5	(⁴)	(⁴)

¹ Data for 51 States. The Social Security Act of 1935, in operation in 1937 and 1938, excluded wages of workers aged 65 and over; the 1939 amendments to the act include such wages. In 1937, 1938, and 1939, wages in specified employments not covered by old-age and survivors insurance, and wages in excess of the first \$3,000 a year from any one employer, are excluded. Data for 1939 are not fully comparable with those for 1937 and 1938, because they include only 97.2 percent of the estimated total number of workers and 96.5 percent of the estimated total volume of wages paid in 1939. For a statement of the method by which 1939 totals were derived, see the accompanying text.

² White includes all races other than Negro; data by race not available for 1938.

³ The total for 1937 excludes 97,837 workers holding railroad retirement account numbers and their taxable wages of \$27,182,270, and 312,536 whose sex and/or race is unknown, and their taxable wages of \$54,275,641. The total for 1938 excludes 142,433 workers holding railroad retirement account numbers and their taxable wages of \$38,951,968, and 52,297 whose sex and/or race is unknown, and their taxable wages of \$24,967,250. The total for 1939 excludes 237,997 workers holding railroad retirement account numbers and their taxable wages of \$65,006,339, and 66,954 whose sex and/or race is unknown, and their taxable wages of \$53,535,643. All amounts are rounded; therefore totals may differ slightly from sums of rounded amounts.

*Director, Bureau of Old-Age and Survivors Insurance.

¹ A general summary of the preliminary 1937 wage data appeared in the Bulletin for March 1939, pp. 3-9, 72-81; special analyses were carried in subsequent issues. For a general summary of 1938 wage data, with revised figures for 1937, see the Bulletin, December 1940, pp. 3-10, 70-76; other special analyses were published in the February and March 1940 issues.

20 percent of the accounts set up for individual workers. This change from the previous plan of 100-percent tabulations was made necessary by revised arrangements for posting wages to these accounts. In making up the summary tables, the sample data have been inflated as nearly as possible to 100 percent. The inflated totals do not, however, include the 1939 wages which were reported for individual employees incorrectly, incompletely, or delinquent, and not identified for posting by the middle of May 1940; they are therefore not comparable with the final totals of 32.8 million workers and \$29.3 billion in taxable wages for 1937, and of 31.2 million workers and \$26.2 billion in wages for 1938.² With adjustments for the delinquent and suspended items, the totals for 1939 may be put at 33.1 million workers and \$29.2 billion in taxable wages. Average annual taxable wages per worker, on the basis of these comparable totals, amounted to \$882 in 1939, as compared with \$844 in 1938 and \$900 in 1937. The 1939 average from the unadjusted data, used subsequently in the discussion, is only slightly lower—\$877 (table 2).

Table 2.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages and their average annual taxable wage, by sex and race, 1937, 1938, and 1939¹

Sex and race	Percentage distribution of workers			Average annual taxable wage		
	1937	1938	1939	1937	1938	1939
Total.....	100.0	100.0	100.0	\$900	\$844	\$877
White.....	93.1	(2)	93.1	936	(2)	912
Negro.....	6.9	(2)	6.9	423	(2)	410
Male.....	72.0	71.9	71.8	1,040	973	1,012
White.....	66.3	(2)	66.1	1,091	(2)	1,062
Negro.....	5.7	(2)	5.7	457	(2)	438
Female.....	28.0	28.1	28.2	540	515	533
White.....	26.8	(2)	27.0	552	(2)	544
Negro.....	1.2	(2)	1.2	256	(2)	271

¹ See table 1, footnotes 1 and 3.

² Not available.

With tabulations for 3 successive years it becomes possible, for the first time, to survey the old-age and survivors insurance data in perspective. Since the inflated totals for 1939 are not fully comparable with the final totals for 1937 and 1938, the present discussion is largely in

³ These totals are slightly higher than those given for 1937 and 1938 in the December Bulletin, op. cit. The latter excluded workers whose sex and/or race was unknown and those holding account numbers in the special railroad retirement series.

terms of percentage distributions and averages rather than in terms of absolute figures. Since the data originally tabulated for 1939 were inflated by multiplying them by a constant factor, the percentages and averages for the year are in effect those of the 20-percent sample. The evidence at present available justifies the belief that the distributions and averages here given for the larger groups are representative of all covered employment and wages in that year. They are also comparable with the corresponding figures for the 2 earlier years.

Composition of Covered Workers by Sex and Race

Of all workers with reported taxable wages in 1939, 72 percent were men and 28 percent were women. These proportions are almost identical with those for 1938 and 1937. Some surprise was occasioned when the 1937 tabulation indicated that the proportion of women workers in covered employment in that year—28 percent—was materially higher than the proportion of female gainful workers—22 percent—shown 7 years earlier by the census of 1930. Preliminary data of the census of 1940 show that women constitute 24.6 percent of the labor force in the country. This 1940 figure reduces the difference to a moderate amount, which is probably explained by the special characteristics of employment covered by the old-age and survivors insurance program and by the definition of the labor force as enumerated in the 1940 census.

Of the total covered workers in 1939, 6.9 percent were Negroes—a proportion which scarcely differs from that shown by the 1937 tabulation. There is no comparable figure for 1938. Only 17 percent of the Negro workers in 1939 were women, as compared with 29 percent of the white workers. These proportions, again, were substantially the same as in 1937.

More than half a million workers 65 years of age and over, or 1.8 percent of the total, received taxable wages in 1939. This is the first time any indication of the number of workers in this age group has been available. The amendments to the Social Security Act, enacted in the summer of 1939, made their wages taxable retroactively to the first of the year. The number of workers aged 65 and over is still subject to a margin of error. Workers in this age group who appeared in the

Table 3.—Old-age and survivors insurance: Percentage distribution and cumulative percentage of workers with taxable wages, by wage group, 1937, 1938, and 1939¹

Wage group	Percentage distribution			Cumulative percentage		
	1937	1938	1939	1937	1938	1939
Total.....	100.0	100.0	100.0	-----	-----	-----
\$1-199.....	21.7	24.9	23.7	21.7	24.9	23.7
200-399.....	10.5	11.7	11.2	32.2	36.6	34.9
400-599.....	9.5	10.3	9.9	41.7	46.9	44.8
600-799.....	10.3	10.1	10.0	52.0	57.0	54.8
800-999.....	9.4	9.0	8.9	61.4	66.0	63.7
1,000-1,199.....	8.1	7.5	7.5	69.5	73.5	71.2
1,200-1,399.....	7.1	6.3	6.7	76.6	79.8	77.9
1,400-1,599.....	5.8	4.9	5.4	82.4	84.7	83.3
1,600-1,799.....	4.3	3.5	4.0	86.7	88.2	87.3
1,800-1,999.....	3.4	2.9	3.3	90.1	91.1	90.6
2,000-2,199.....	2.4	2.1	2.3	92.5	93.2	92.9
2,200-2,399.....	1.6	1.4	1.5	94.1	94.6	94.4
2,400-2,599.....	1.2	1.1	1.1	95.3	95.7	95.5
2,600-2,799.....	.9	.8	.9	96.2	96.5	96.4
2,800-2,999.....	.7	.6	.6	96.9	97.1	97.0
3,000 and over.....	3.1	2.9	3.0	100.0	100.0	100.0

¹ See table 1, footnotes 1 and 3.

1937 and 1938 tabulations were mainly those who became 65 years old at some time during those years and hence were covered for only part of the year.

Apart from the effects of this change in the law, the age distribution of covered workers in 1939 (chart 1) was substantially the same as in the 2 preceding years, both for all covered workers and for the sex and race groups.

Distribution of Taxable Wages

Generally the taxable earnings of workers were greater in 1939 than in the preceding year. The distribution of the taxable wages of individual workers in 1939, when compared with 1938, tends toward smaller proportions in the intervals below \$1,000, and larger proportions in the intervals of \$1,200 and over (table 3).³ This trend, which is confirmed by the rise in the average taxable wage from \$844 in 1938 to \$877 in 1939, is due largely to the higher level of business activity in 1939.

In comparison with 1937, the 1939 distribution shows larger proportions of workers in the intervals under \$600 but smaller percentages in the intervals of \$600-799 and over.⁴ This difference also is consistent with the lower average wage for 1939—\$877 as compared with \$900 in 1937.

¹ There was no difference between the 2 years in the percentages for intervals \$1,000-1,199, \$2,400-2,599, and \$2,800-2,999.

⁴ Except the interval \$2,600-2,799, in which proportions were the same for the 2 years.

Average Wages by Sex and Race

As has already been pointed out, the average taxable wages of all covered workers declined from 1937 to 1938 and then recovered in 1939, though not to the level of 1937. The averages for both sexes showed similar changes over the 3 years. The 1939 average for men was \$1,012, in com-

Table 4.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages and their average annual taxable wage, by age group and by sex, 1937, 1938, and 1939¹

Age group (years) ²	Percentage distribution of workers			Average annual taxable wage		
	1937	1938	1939	1937	1938	1939
All workers						
Total.....	100.0	100.0	100.0	\$900	\$844	\$877
Under 15.....	.2	.1	.1	52	46	55
15-19.....	9.6	8.0	8.2	268	211	213
20-24.....	19.2	18.8	18.6	598	513	537
25-29.....	16.6	16.7	16.6	862	773	803
30-34.....	13.5	14.1	13.8	1,063	978	1,003
35-39.....	11.2	11.4	11.3	1,153	1,080	1,114
40-44.....	9.4	9.7	9.2	1,219	1,135	1,179
45-49.....	7.8	7.9	7.7	1,222	1,147	1,197
50-54.....	5.7	6.2	6.0	1,193	1,110	1,167
55-59.....	4.0	4.1	4.2	1,140	1,070	1,115
60-64.....	2.4	2.5	2.5	1,092	1,028	1,069
65 and over.....	.4	.5	1.8	623	561	1,023
Male						
Total.....	100.0	100.0	100.0	\$1,040	\$975	\$1,012
Under 15.....	.2	.2	.1	51	45	51
15-19.....	8.0	6.6	6.9	282	218	219
20-24.....	16.8	16.1	16.2	670	561	587
25-29.....	15.8	16.0	15.9	982	874	912
30-34.....	13.8	14.2	13.9	1,213	1,113	1,146
35-39.....	11.7	11.9	11.7	1,311	1,226	1,271
40-44.....	10.2	10.5	9.8	1,372	1,279	1,337
45-49.....	8.8	8.8	8.5	1,357	1,274	1,336
50-54.....	6.6	7.1	6.9	1,301	1,208	1,275
55-59.....	4.7	4.9	4.9	1,226	1,151	1,199
60-64.....	2.9	3.1	3.0	1,162	1,094	1,137
65 and over.....	.5	.6	2.2	651	585	1,067
Female						
Total.....	100.0	100.0	100.0	\$540	\$515	\$533
Under 15.....	.1	.1	(³)	63	59	83
15-19.....	13.7	11.5	11.5	248	202	205
20-24.....	25.4	25.3	24.9	475	433	455
25-29.....	18.6	18.6	18.5	599	550	562
30-34.....	12.9	13.6	13.7	652	619	635
35-39.....	9.8	10.1	10.3	666	638	657
40-44.....	7.3	7.9	7.7	671	641	664
45-49.....	5.4	5.6	5.7	663	643	662
50-54.....	3.4	3.7	3.7	654	631	654
55-59.....	2.1	2.2	2.2	645	614	637
60-64.....	1.1	1.2	1.2	613	604	628
65 and over.....	.2	.2	.6	408	387	621

¹ See table 1, footnotes 1 and 3.

² Age at birthday nearest July 1 of each year.

³ Less than 0.05 percent.

parison with \$973 in 1938 and \$1,040 in 1937. For women, the figures were \$533 in 1939, \$515 in 1938, and \$540 in 1937. In each year, average annual wages for men were nearly twice those for women.

The average wage of all white employees in 1939 was \$912, in comparison with \$936 for 1937; the corresponding averages for Negroes were \$410 and \$423.⁵ White men averaged \$1,062 in 1939, as compared with \$1,091 in 1937. For white women the averages were \$544 in 1939 and \$552 in 1937. For Negro men the averages were \$438 in 1939 and \$457 in 1937, while for Negro women they were \$271 and \$256, respectively. For both years the average annual wages of Negroes were less than half those of the corresponding groups of white workers.

Average Wages by Age Group

Workers' average taxable wages rise rapidly till the age period 30-34, and then much more slowly to the highest point in ages 45-49 (table 4 and chart 2). From this point, average wages decline slowly to the age group 60-64. In comparison with the rapid increase through the earlier

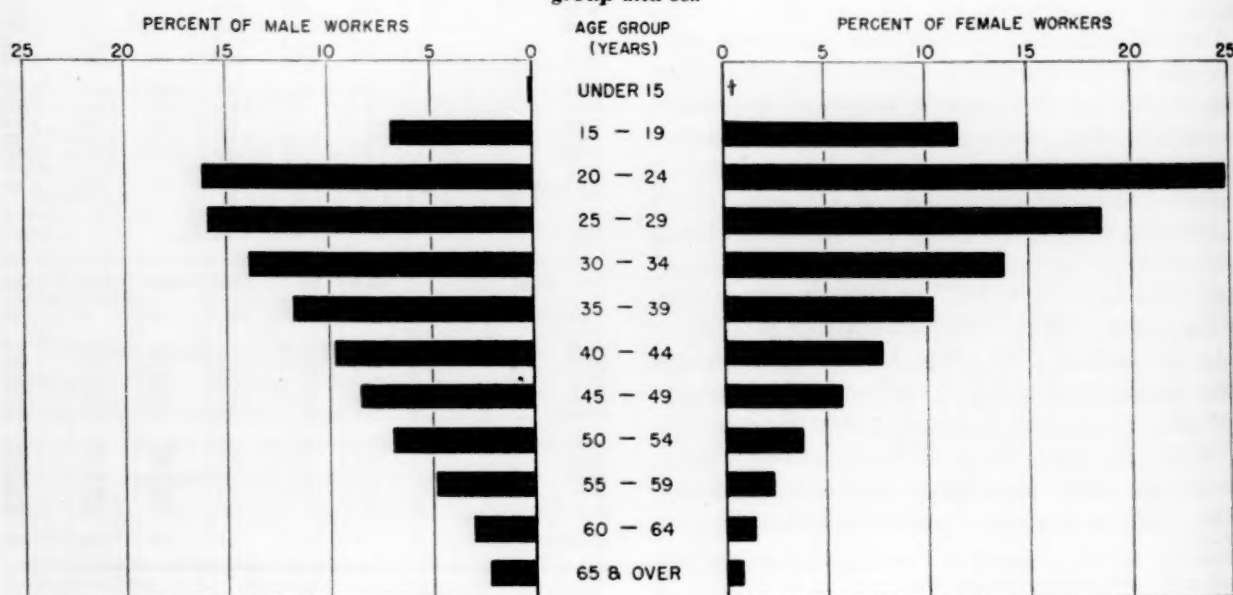
⁵ The classification of white workers includes a very small proportion of races other than white or Negro. There was no general classification by race in the 1938 tabulation. For a detailed analysis of 1938 data by race, see Franklin, Charles L., "Characteristics and Taxable Wages of Negro Workers, 13 Selected Southern States, 1938," *Social Security Bulletin*, Vol. 4, No. 3 (March 1941), pp. 21-31.

ages, the averages for the groups from age 30 through age 64 change very little. There is a small further increase up to the period 45-49 and after that an equally moderate decline. Average 1939 wages for men were at their peak in the age periods 40-44 and 45-49, but from then on there was a gradual decline. For the age group 60-64 the average was slightly less than for the group 30-34, and the decline continued at the same rate for the group aged 65 and over. Women's average wages, on the other hand, rose less rapidly to the age period 30-34 and thereafter remained at nearly the same level. The same patterns are found in the tabulations for 1937 and 1938, except for the group aged 65 years and over.

The average wages of workers 65 years of age and over, shown by the tabulations for 1937 and 1938, were low in comparison with those for the age group 60-64. The figures were, respectively, \$623 and \$1,092 in 1937, and \$561 and \$1,028 in 1938. This appreciable difference was due mainly to the fact that, as the law then stood, the wages of workers who reached the age of 65 during a given year were taxable only until the workers' sixty-fifth birthdays, but not for the rest of the year. The averages for 1937 and 1938 therefore represented wages received for less than a year.

Beginning with 1939, the averages for persons aged 65 and over represent taxable wages for that

Chart 1.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages in 1939, by age group and sex



† Less than 0.5 percent.

year. It is therefore possible to compare, for the first time, the average wages of workers 65 years and over with those for groups below age 65. The differences are remarkably small. The average for all workers aged 65 and over in 1939 was \$1,023, only \$46 below the average for the age group 60-64 and higher than the average of \$1,003 for the age group 30-34 in that year.

These facts make it evident that the older workers now covered by old-age insurance are a selected group. The data tend, moreover, to explain why, in 1940, the number of claims for old-age benefits filed by workers retiring at the age of 65 was considerably smaller than had been expected. The earnings of those who have had steady employment during the years just preceding age 65 tend, it would seem, to be maintained at approximately the same level, with the result that they feel no strong incentive to exchange them for modest retirement benefits. On the other hand, many workers whose earnings, in their early sixties, have been so low as to make them welcome the idea of qualifying for benefits have, because of intermittent employment, been prevented from acquiring an insured status during the short period that the old-age insurance program has been in effect. As the system becomes more mature this difficulty should lessen.

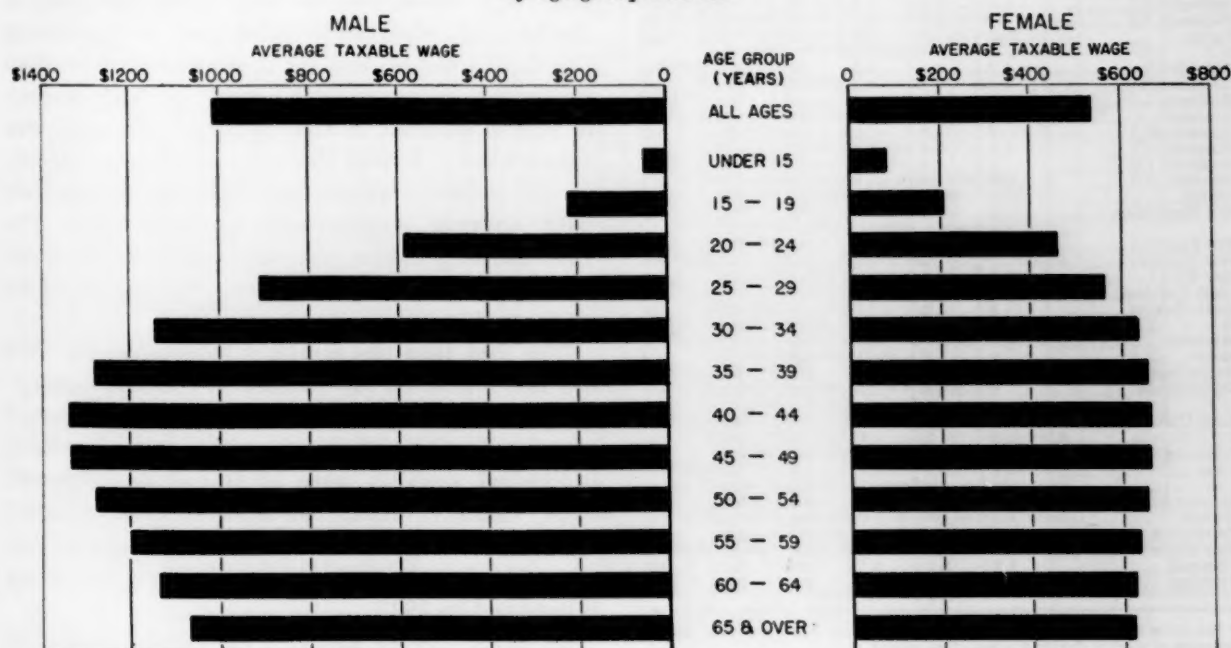
Changes in Average Wages for Individual States

The only geographical distribution of taxable employment and wages which can be made at present is by State. In their wage reports, employers are required to show for each worker the State in which he was employed during the reporting period. From this information the number of workers and the amount of wages received in each State can be tabulated accurately.

The changes from 1937 through 1939 in average taxable wages per employee in individual States show considerable variation from the national pattern—the decrease from 1937 to 1938 and partial recovery in 1939. In only 26 States do the averages follow this pattern (table 5). In 7 States, average taxable wages were higher in 1938 than in 1937; in 11 States they were lower in 1939 than in 1938; and in 4 they were lower in both 1939 and 1937 than in 1938. In 14 States the averages were higher in 1939 than in either of the 2 preceding years. In a considerable proportion of these cases, however, the differences between the averages for the years compared were small, and the variations are probably not of much significance.

The States which show a departure from the national pattern are fairly well scattered throughout the country. The more pronounced devia-

Chart 2.—Old-age and survivors insurance: Average annual taxable wages of workers with taxable wages in 1939, by age group and sex



tions, however, show up chiefly among the less industrialized States, notably in the region west of the Mississippi. There are few deviations from the pattern in New England or the industrialized Middle West, and not many of importance among the Middle Atlantic or the southeastern States.

The 10 States with the highest averages were the same in 1937, 1938, and 1939, except that in 1938 Alaska replaced the District of Columbia, which fell to twelfth place. New York stood highest in 1938 and 1939, but Michigan outranked New York in 1937. The other seven States—Califor-

nia, Connecticut, Illinois, Massachusetts, New Jersey, Ohio, and Pennsylvania—were the same in all 3 years, but their order varied somewhat. These 10 are among the principal industrial States, which have the smallest proportions of workers on the borderline of agriculture and in which—except for the District of Columbia—there are relatively few Negro employees.

The 10 States with the lowest average taxable wages per employee were also the same in all 3 years, except the two highest of the 10. These were Idaho and North Dakota in 1939, Idaho and Tennessee in 1938, and South Dakota and Louisiana in 1937. The order of the remaining eight—Alabama, Arkansas, Florida, Georgia, Hawaii, Mississippi, North Carolina, and South Carolina—also varied from year to year. The low rank of these States is presumably accounted for by several facts. A majority of them are southern States, in which rates of wages are low. They are still, to a high degree, agricultural States. Except for Hawaii, Idaho, and the Dakotas, they have higher proportions of Negroes among their workers than are found in other parts of the country.

Average Wages by Industry Group

The tabulation by industry groups for 1938, which was the first of the kind to be made, included only workers for whom taxable wages had been reported for the fourth quarter of the year. In the 1939 tabulation, workers were classified on the basis of industries in which they worked during the third quarter, but for those who had received no taxable wages in that period the first, second, or fourth quarter, in that order of reference, was substituted. It was therefore possible to include in the industry tabulation for 1939 all workers with covered employment in that year. The 1939 industry tables, therefore, are not, like those for 1938, overweighted with the more stable workers.

The fact that the industry tabulation for 1938 did not represent all workers in covered employment during the year, and also the use of different quarters in determining the industries in which individual workers were employed in 1938 and 1939, make it unsafe to compare the industry data for the 2 years. Hence, the present discussion of average taxable wages in specific industries is confined to 1939.

In tabulating by industry the employment and

Table 5.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages and their average annual taxable wage, by State, 1937, 1938, and 1939¹

State	Percentage distribution of workers			Average annual taxable wage		
	1937	1938	1939	1937	1938	1939
Total	100.0	100.0	100.0	\$900	\$844	\$877
Alabama	1.3	1.3	1.3	604	572	603
Alaska	.1	.1	.1	854	931	793
Arizona	.3	.3	.3	757	726	786
Arkansas	.6	.6	.7	539	492	478
California	6.2	6.3	6.2	916	930	936
Colorado	.8	.8	.9	721	742	744
Connecticut	1.9	1.8	1.9	1,022	938	1,014
Delaware	.3	.2	.3	853	829	887
District of Columbia	.6	.7	.6	929	882	951
Florida	1.4	1.4	1.4	568	514	531
Georgia	1.6	1.8	1.8	595	521	554
Hawaii	.4	.4	.3	507	570	578
Idaho	.3	.3	.3	633	621	628
Illinois	7.4	7.5	7.6	1,048	977	1,010
Indiana	2.8	2.6	2.6	894	830	887
Iowa	1.2	1.3	1.3	744	705	718
Kansas	.9	.9	.9	710	693	678
Kentucky	1.3	1.3	1.2	684	643	692
Louisiana	1.3	1.3	1.3	607	647	639
Maine	.7	.7	.7	676	630	653
Maryland	1.5	1.5	1.5	827	789	843
Massachusetts	4.4	4.3	4.3	970	894	944
Michigan	5.0	4.8	4.4	1,117	908	1,007
Minnesota	1.6	1.6	1.6	867	835	838
Mississippi	.6	.7	.7	424	421	435
Missouri	2.6	2.6	2.7	833	820	839
Montana	.4	.3	.3	816	784	819
Nebraska	.6	.7	.6	729	698	682
Nevada	.1	.1	.1	888	856	818
New Hampshire	.4	.5	.5	769	690	725
New Jersey	3.9	3.9	4.0	1,002	976	993
New Mexico	.2	.2	.2	713	647	628
New York	13.5	13.8	13.9	1,060	1,028	1,048
North Carolina	2.0	2.1	2.1	532	552	578
North Dakota	.2	.2	.2	631	632	604
Ohio	6.2	5.9	5.9	1,037	924	1,007
Oklahoma	1.1	1.1	1.0	769	740	722
Oregon	.9	.8	.9	827	815	834
Pennsylvania	8.8	8.7	8.6	993	900	948
Rhode Island	.8	.8	.8	901	806	840
South Carolina	1.0	1.0	1.0	536	483	523
South Dakota	.2	.2	.2	618	639	634
Tennessee	1.5	1.5	1.6	643	584	630
Texas	3.7	3.9	3.9	694	669	688
Utah	.3	.3	.3	790	742	719
Vermont	.3	.2	.3	699	682	661
Virginia	1.6	1.6	1.7	661	643	652
Washington	1.4	1.4	1.4	861	858	898
West Virginia	1.3	1.3	1.3	907	826	841
Wisconsin	2.3	2.2	2.1	908	891	927
Wyoming	.2	.2	.2	836	772	803

¹ See table 1, footnotes 1 and 3. State distribution based on State of employment of worker during the reporting period.

wages of employers who are engaged in one industry only, no complications arise. The employment and wages of an employer engaged in more than one industry, however, cannot at present be distributed among those industries. Such an employer is consequently classified according to the combination of industries in which he is engaged, and all his employment and wages in each State are consolidated with the industry that constitutes the primary activity of the combination in that State. This method necessarily results in some overlap between industries. Some wages and employment which properly belong in the coal and iron-mining industry, for example, are consolidated with the steel industry, and some which properly belong with wholesale trade are

consolidated with manufacturing industries. This fact should be borne in mind in using the industry data.

The cooperation of employers engaged in more than one industry is now being obtained for a plan whereby employees will be grouped in the wage reports according to the establishments in which they worked. This plan will make it easy to segregate the employment and wages of establishments engaged in various industries, and will eliminate the previous overlap.

The highest average earnings per employee in 1939 (table 6) appear in street, suburban and interurban railways (\$1,577), investment banking and security dealers (\$1,546), products of petroleum and coal (\$1,493), light, heat and power companies

Table 6.—Old-age and survivors insurance: Average taxable wage per worker and percentage distribution of workers by industry, 1939 ¹

Industry	Percentage distribution	Average taxable wage	Industry	Percentage distribution	Average taxable wage
Total.....	100.0	\$877	Trade.....	22.8	\$762
Mining and quarrying.....	3.3	966	50-1. Wholesale trade.....	5.3	957
10. Metalliferous mining.....	.5	1,120	52. Wholesale and retail trade combined.....	2.5	903
11. Anthracite mining.....	.3	1,053	53. Retail general merchandise.....	5.3	511
12. Bituminous coal mining.....	1.5	882	54. Retail food.....	3.2	686
13. Crude petroleum and natural gas production.....	.6	1,194	55. Retail automotive.....	1.4	979
14. Nonmetallic mining and quarrying.....	.4	692	56. Retail apparel.....	1.9	683
Contract construction.....	6.2	661	57. Retail trade, not elsewhere classified.....	3.2	776
15. General contractors—building construction.....	1.8	668	Finance.....	.9	1,341
16. General contractors—other than building construction.....	2.2	516	60. Banks and trust companies.....	.3	1,286
17. Special trade contractors (subcontractors).....	2.2	804	61. Investment banking and security dealers.....	.3	1,546
Manufacturing.....	41.2	975	62. Finance agencies, not elsewhere classified.....	.3	1,216
20. Food manufacturing.....	6.4	841	Insurance.....	1.5	1,335
21. Tobacco manufacturing.....	.5	707	63. Insurance carriers.....	1.2	1,360
22. Textile mill products.....	4.9	727	64. Insurance agents and brokers.....	.3	1,214
23. Apparel and other finished articles made from fabrics.....	3.8	726	Real estate.....	1.6	884
24. Basic lumber industries.....	1.7	611	65. Real estate dealers, agents, and brokers.....	1.4	864
25. Finished lumber products.....	1.6	820	66. Combination group, real estate, insurance, loans, law office: any combination.....	.2	1,009
26. Paper and allied products.....	1.1	1,057	Holding companies.....	.6	1,183
27. Printing, publishing and allied industries.....	2.3	1,201	67. Holding companies.....	.6	1,183
28. Chemicals.....	2.0	1,155	Service.....	13.5	614
29. Products of petroleum and coal.....	.7	1,493	70. Hotels, furnished rooms, camps, and other lodging places.....	1.9	462
30. Rubber products.....	.5	1,162	71. Eating and drinking places.....	3.6	472
31. Leather and its manufactures.....	1.5	781	72. Personal service.....	2.7	651
32. Stone, clay and glass products.....	1.6	1,011	73. Business service, not elsewhere classified.....	1.3	957
33. Iron and steel and their products.....	4.3	1,206	74. Employment agencies and commercial and trade schools.....	.1	774
35. Nonferrous metals and their products.....	1.1	1,140	75. Automobile repair services, garages and filling stations.....	1.2	708
36. Electrical machinery (including radios and refrigerators).....	1.3	1,117	76. Repair services and miscellaneous hand trades, not elsewhere classified.....	.3	849
37. Machinery other than electrical.....	2.6	1,321	77. Agricultural, horticultural, animal husbandry services and related services.....	.5	400
38. Automobiles, bodies and parts.....	1.4	1,282	78. Amusement and recreation: motion pictures.....	.7	961
39. Miscellaneous manufacturing.....	1.9	1,019	79. Amusement and recreation and related services, not elsewhere classified.....	1.2	543
Transportation.....	3.2	1,014	Professional services.....	1.2	838
41. Street, suburban and interurban railways (other than interstate railroads) and city and suburban bus lines.....	.5	1,577	80. Medical and other health services.....	.6	650
42. Trucking and/or warehousing for hire.....	1.5	863	81. Law offices and related services.....	.3	1,016
43. Other transportation, except water transportation.....	.5	959	82. Educational institutions and agencies.....	.1	810
44. Water transportation.....	.2	1,072	83. Other professional and social service agencies and institutions.....	.2	1,191
45. Services allied to transportation, not elsewhere classified.....	.5	945	Miscellaneous.....	.9	765
Public utilities.....	3.1	1,297	85. Private business organizations, not elsewhere classified.....	.3	460
46. Communication, telephone, telegraph, commercial radio and related services.....	1.4	1,188	86. Membership organizations such as trade associations, and trade unions, etc.....	.6	937
48. Utilities, light, heat and power companies, electric and gas.....	1.6	1,448	88. Service for government agencies.....	(1)	943
49. Other local utilities and local public services.....	.1	659			

¹ See table 1, footnotes 1 and 3. Industry classification based on employment during 3d quarter; for workers with no wages in that quarter, the 1st, 2d, or 4th quarter, in that order, was used.

¹ Less than 0.05 percent.

(\$1,448), insurance carriers (\$1,360), manufacture of machinery other than electrical (\$1,321), banks and trust companies (\$1,286), automobiles, bodies and parts (\$1,282), finance agencies not elsewhere classified (\$1,216), and insurance agents and brokers (\$1,214). No one factor alone, of course, accounts for the high averages in these industries. In the main they reflect the relatively large proportions of executives, technical men, and skilled wage earners on their pay rolls.

The industries with the lowest average taxable wages in 1939 include agricultural and horticultural services ⁶ (\$400), private business organizations not elsewhere classified (\$460), hotels, furnished rooms, camps and other lodging places (\$462), eating and drinking places (\$472), retail general merchandise (\$511), general contractors, construction other than buildings (\$516), basic lumber industries (\$611), medical and other health services ⁷ (\$650), personal services ⁸ (\$651), and general contractors—building construction (\$668). These averages reflect, primarily, such factors as low hourly earnings, seasonal unemployment, and high labor turn-over.

The tables presented with this article have been

⁶ These include cotton ginning, contract harvesting services, nurseries and greenhouses (at certain times, landscape gardening, etc.).

⁷ The employees of these medical and health services who are covered by old-age and survivors insurance are chiefly office nurses and clerks.

⁸ Laundries, barber shops, beauty parlors, cleaning and dyeing establishments, etc.

confined to comparative percentages and averages for the groups of workers specifically discussed, but relate to 1937 and 1938 as well as 1939. The 1939 tabulation will be presented in summary in the *Social Security Yearbook* for 1940, while detailed material will be issued in a handbook, *Old-Age and Survivors Insurance Statistics: Employment and Wages of Covered Workers: 1939*, to be released about July 1941.

Conclusion

Reports on the first year's operation of the old-age and survivors insurance system indicated a greater movement of workers between the area of covered employment and that of noncovered employment than had been anticipated. The extent and significance of this "in-and-out" movement becomes much clearer as data on earnings in covered employment for 2 additional years, 1938 and 1939, become available. These data, in the aggregate, emphasize the necessity of continued appraisal of the provisions by which each worker's eligibility for benefits and the amount of the benefits is determined, to ensure that these provisions "fit" the typical employment histories of workers covered by this system. They emphasize, too, the artificiality of the present limitation of the social insurance protection to some members, as against applying it to the whole of an essentially integrated labor force.

Foreign Provisions for the Dependents of Mobilized Men

MARIANNE SAKMANN *

During the past months the Bulletin has published, as information became available, special articles or short notes on the development or modification of provisions under foreign social insurance systems to meet wartime needs. The present article presents a summary of the current measures adopted in various countries, under the stress of general mobilization, to provide for families and other dependents of men called to the colors.

DURING THE PRESENT WORLD WAR, many nations, whether or not they are actually participating in the conflict, have called up large numbers of civilians for service in the armed forces. Since military pay is generally lower than the earnings from gainful employment, the men who are called to the colors find it difficult, if not impossible, to provide for the persons whom they previously supported. The governments of the countries at war and of those in which large-scale mobilization has taken place have therefore found it necessary to assist the dependents of mobilized men.

The problem has been approached differently in different countries, but the provisions fall, in general, into four main types. First, there is the British system paying uniform benefits to wives and children on the sole condition that the soldier¹ allot a part of his pay to their support and without regard to the need of the wives and children or to the prior earnings of the soldier. A second type is found in Germany, where the wife of a soldier, if she has no other income, receives an amount which is related to the net income of the soldier before he joined the armed forces. Third, a number of smaller countries provide for the continuation during military service of all or a portion of the wage or salary which the soldier received before entry upon such service.

Commonly, these three types of provisions are supplemented by a fourth, on which the countries without any provisions of the other types rely exclusively. Under this fourth method allowances are confined to families in need, and the amount of the allowance is measured by the extent of the need. Thus, the British system of uniform allowances for wives and children is supplemented by

a system of allowances for other dependents on a means-test basis. In Germany, only the allowance of the wife is measured by previous income; other dependents receive an allowance which will assure them of necessary maintenance; if the wife's allowance falls below an amount considered necessary to meet her needs, she too receives the additional amount. In Switzerland, the dependents of a soldier who is ineligible for continuation of a part of his former wages during military service receive an allowance based on need.

In summarizing the main characteristics of the different systems, detailed information has been obtained only for Great Britain and Germany. The provisions of other countries are discussed to the extent that information was readily available. Although demobilization has taken place in a number of the countries under discussion and it may therefore be assumed that the provisions are no longer in operation, they are nevertheless included to illustrate the various methods followed abroad in meeting the needs of families of mobilized men.

Definition of Eligible Persons

Family allowances.—In Great Britain, family allowances are granted to dependents of warrant officers, noncommissioned officers, and private soldiers; officers are covered under a separate system, which will not be described here.² In the Union of Soviet Socialist Republics, too, family allowances are confined to dependents of private soldiers and noncommissioned officers who are mobilized in time of war; in Rumania they apply only to dependents of men not above the rank of sergeant. In Canada³ and New Zealand, on the

*Bureau of Research and Statistics.

¹ Throughout this discussion the term soldier is used generically to refer to a man serving in the armed forces, regardless of rank or branch of service.

² The discussion and the chart are based on the practice obtaining in the Army. The provisions for members of the Navy and Air Force are similar.

³ The summary in the text and in the chart refers to the provisions for the dependents of men in the Army and Air Force. Different provisions apply to dependents of men in the Navy.

other hand, the same system covers both officers and men.

Most countries granting family allowances limit the allowances to persons who stand to the soldier in a certain well-defined relationship. The range of the relationship varies greatly. In some countries the list of eligible relatives is long, while in others it is fairly limited (chart 1). In Great Britain, for example, the relatives eligible for allowances are the wife, children, parents, grandparents, grandchildren, brothers and sisters, and other dependents. In New Zealand allowances are confined to the wife, the children, the guardian of motherless children, and the dependent widowed mother. The Danish law extends eligibility to members of the family for whose maintenance the mobilized person is responsible.

The dependents enumerated in the law may not be eligible for allowances on a basis of equality. In Great Britain, Canada, and Germany, the wife and the children receive allowances regardless of previous support, while other relatives are eligible only if the soldier was wholly or mainly responsible for their support prior to his military service. Moreover, in Great Britain, with the exception of cases in which a special war-service grant has been awarded, dependents other than wife and children receive no allowance if the wife or children are eligible, and an allowance is issued to only one dependent other than wife and children on behalf of any one soldier. In Canada, the receipt of an allowance by the wife or children does not disqualify other dependents, but allowances are paid to not more than three dependents on behalf of any one soldier. France grants only one basic allowance to any group of persons whom the soldier supported; in claiming the allowance, wives have priority over children, children over parents, and parents over other members of the family.

The detailed definitions of eligible dependents are shown in chart 1. It may be of interest to discuss in some detail, at this point, the provisions of the British and Canadian laws defining the group of eligible dependents. Under the British law, the relatives of the soldier are divided into two groups, the first of which consists of persons eligible for allowances regardless of need. For this group, the allowances are uniform, varying only with the rank of the soldier. To it belong the wife and all children below school age or attending school; the woman who has lived with

the soldier as his wife and who was wholly or mainly supported by him on a permanent domestic basis, their children, and the soldier's legitimate children who are in her care; and the separated wife and legitimate children of the soldier against whom a court order of maintenance exists. In the latter case, the court order is enforced usually through compulsory stoppage of pay. But if the stoppage falls short of the amount fixed in the court order or separation agreement, a supplementary allowance may be issued up to the amount due under the order or agreement, provided it does not exceed the total amount payable as family allowance.

Persons in the second group are eligible for allowances only if the soldier has no wife or children in receipt of the regular family allowances. This second group must be in need, and the soldier must have furnished them regular and substantial support for a considerable and continuous period—normally not less than 6 months—immediately before his entry upon military service. To this group belong the wife and the children not eligible for family allowances and for whose maintenance no court order has been issued against the soldier, the father or mother, grandparents, stepparents, foster parents, grandchildren, and brothers and sisters. An allowance is issued to only one dependent in this second group on behalf of any one soldier. The allowance is measured by the need of the dependent and the amount of support furnished by the soldier before his induction into military service. In special circumstances, dependents other than those listed may receive assistance from the government.

In Canada, too, dependents fall into two classes. As in Great Britain, wives and children enjoy privileges not available to other dependents. They are eligible for the allowances solely on the basis of their relationship to the soldier without regard to the previous support furnished by him and without an investigation of their need. The age limit for daughters is 17, for sons 16; but if a child is incapacitated, the allowance may be granted beyond these age limits. If the children have no mother, their allowances may be paid to a guardian; if a female relative of the soldier who was responsible for the management of the man's home before his entry into military service cares for the children while he is away, she is eligible for the wife's allowance. Foster children who live in the

man's home and are wholly supported by him and illegitimate children dependent upon the income of the soldier are likewise eligible for allowances.

The second class of dependents in Canada consists of the soldier's mother—including the foster mother or stepmother—who is widowed or separated from, or deserted by, her husband or whose husband is totally incapacitated; the totally incapacitated father, including the foster father or stepfather, whose wife is dead; the younger brothers and sisters of the soldier who are members of his household; the divorced wife; and the woman who has lived with the soldier as his wife on a domestic basis. Dependents belonging to this class must have been dependent on the income of the soldier for the ordinary necessities of life at the time of his entry into military service or must have become dependent on him after such entry because of loss of other means or sources of support. Allowances may also be granted to the dependent father or mother in need, if the soldier was the natural breadwinner of the household but was unable to provide support before his entry into military service because of circumstances beyond his control, such as unemployment. In the case of the following relatives, an allowance may be granted if the soldier was only partially supporting them: a widowed mother; a mother who has been deserted by her husband and has not been supported by him for a reasonable length of time; a mother whose husband is totally incapacitated; and the incapacitated father whose wife is dead. Sole support by the soldier prior to his entry into military service is a prerequisite for the receipt of the allowances by the following relatives: a mother who has been divorced or separated from her husband and whose husband has not been supporting her for a reasonable length of time; and the younger brothers and sisters of the soldier.

The divorced wife is eligible for an allowance only if the soldier is legally obliged to contribute toward her support. The fact that the divorced wife receives an allowance does not disqualify the present wife of the soldier, if he has remarried, or any other dependent from receipt of an allowance. The wife who is living apart from her husband is not eligible for an allowance if he has not contributed toward her support during the 6 months prior to his entry into military service although he was able financially to do so. The woman who

has lived with the soldier as his wife must have been supported by him for at least 2 years.

The allowances of all dependents belonging to the second class are measured by their need. Steady income which they receive from any source whatever is deducted from the amount of the allowance.

No dependent, whether belonging to the first or the second class, may receive more than one allowance at a time nor may allowances be granted to more than three dependents of any one soldier.

Continuation of pay.—Chart 2 shows the groups of persons whose pay is continued during periods of military service. The group is most extensive in Switzerland, where all persons who have a public or private contract of employment at the time they enter military service, and unemployed persons who had employment for 150 days in the preceding year, are eligible for continuation of a portion of their salary or wage. In other countries, the group is defined more narrowly. Thus, in Rumania, the provisions apply only to employees who served for at least 2 years in industrial and commercial establishments with at least five employees; in Greece the law covers only wage earners and salaried employees whose remuneration is fixed and paid at regular intervals and who have had not less than a year's employment. In Bulgaria, workers who are mobilized receive half their wage for not more than 3 months. Professional workers may receive their full salary during the period of mobilization. Handicraft establishments employing not more than three workers are exempt from these provisions if the workers and the employer are called up simultaneously for military service or if the establishment cannot continue without replacing the mobilized workers. In Italy the law is confined to salaried employees.

Chart 2 does not show the special provisions for public employees, who in some countries are eligible to receive the difference between the military pay and their civilian salaries, nor does it show the provisions under which in some countries the wages of workers called up for military service are continued for a few weeks.

Conditions for Receipt of Allowances

Family allowances.—By and large, family allowances are limited to dependents of soldiers in need. This is the case for all countries selected for this

Table 1.—Average exchange value of foreign currency, in dollars, 1940

Country	Monetary unit	Average rate in dollars, 1940 ¹
Belgium	Franc	0.0338
Canada	Dollar	.8514
France	Franc	.0208
Germany	Mark (Reichsmark)	.4002
Great Britain	Pound	3.8300
Greece	Drachma	.0067
Hungary	Pengő	.1848
Netherlands	Florin	.5313
New Zealand	Pound	3.0638
Rumania	Leu	.0069
Sweden	Crown (krona)	.2380
Switzerland	Franc	.2268
U. S. S. R.	Ruble	(²)
Yugoslavia	Dinar	.0225

¹ Average of certified noon buying rates in New York for cable transfers. In dollars per unit of foreign currency. *Federal Reserve Bulletin*, Vol. 27, No. 2 (February 1941), p. 183.

² Not available.

analysis with the exception of Great Britain, Canada, New Zealand, Sweden, and the U.S.S.R. The Canadian regulations specify, however, that the allowances cannot be claimed as a right and that the award is discretionary.

In Great Britain, Canada, and New Zealand, the wife and the children of the soldier receive allowances irrespective of need. In Canada a female relative who cares for the motherless children of the soldier, and in New Zealand the guardian of motherless children and the dependent widowed mother, are eligible for allowances on the same basis as wives and children. The main condition for the receipt of these allowances is that the soldier must allot a portion of his pay for the support of eligible dependents. This allotment is added to the allowance payable by the government. In Great Britain and Canada, the allotment varies with rank and pay. In Great Britain, for example, warrant officers, classes I and II, are required to allot 28s.⁴ a week; warrant officers, class III, and sergeants pay 21s. a week; soldiers below the rank of sergeant allot 14s. a week if their weekly pay exceeds 21s., or 10s. 6d. a week if their pay falls between 17s. 6d. and 21s., or 7s. a week if their pay falls between 14s. and 17s. 6d. For soldiers below the rank of sergeant, the allotment constitutes approximately half the soldier's pay. The soldier may voluntarily allot an additional amount to his family if he is able and willing to do so.

If the soldier has been placed under compulsory

stoppage of pay for the support of his wife and children and if the payment of the full allotment would reduce his pay below a specified minimum, the government may pay a part of his dependents' allotment for him.

Family allowances are discontinued under certain conditions as, for example, while the wife or child is an inmate of a state-supported institution or is maintained at public expense.

In Canada, the amount which the soldier must allot for the support of his wife, children, and his divorced wife, before they are eligible for allowances from the government, represents 15 days of each month's pay. In place of the compulsory allotment, the wives and children of officers receive the marriage allowance, which is a regular part of the pay of officers who are married or have children. The allotment for which a divorced wife is eligible if the soldier is under legal obligation to contribute to her support must not exceed the amount fixed as the soldier's responsibility in the court order or separation agreement. In case of remarriage by a divorced soldier, the allotment to the second wife amounts to the difference between the allotment payable to the divorced wife and 15 days' pay; however, the right of the second wife to a supplementary government allowance is not affected by the rights of a divorced wife to an allotment and an allowance. The wife of a man who marries subsequent to enlistment and without official permission is not eligible for an allowance. Allowances are not payable if the dependents of the soldier are maintained in an institution at public expense or if they are considered morally unworthy to receive public assistance.

In New Zealand, the allotment varies, not with the rank and pay of the soldier but with his family responsibilities. The minimum allotment, which is required of a single man, is 14s. a week. The maximum allotment, required of a man with a wife and three or more children, is £4 a week. The minimum pay of a mobilized man in New Zealand is 7s. a day. Hence the allotments of men with heavy family responsibilities may represent a high percentage of their pay.

In Sweden, the wife and children receive a fixed allowance irrespective of need and without the requirement that the soldier allot a part of his pay for their support. A supplement may be added to the basic allowances if the family is in need.

⁴ The average exchange value of foreign currency, in dollars, is shown in table 1.

In the U.S.S.R., the allowance varies with the number of persons in the family and the number who are considered to be non-self-supporting. The resources of the family are not taken into account, nor is the soldier required to contribute to their support.

In all other countries, the allowances are granted only subject to a means test. The provisions of the means test vary from country to country. In Belgium, for example, the family of the soldier is eligible for an allowance if the total income of the family, including that of the soldier, is less than the amount which is exempted from income tax. Partial allowances are paid if the income does not exceed by more than 50 percent the exempted amount.

A household means test is applied to all members of the soldier's family in Germany, and in Great Britain to the dependents other than wives and children. In both countries, certain types of resources are left out of account in administering the means test. In Germany a portion of the earnings of the dependents is disregarded; so are veterans' pensions, survivors' pensions, and certain other types of income; savings, property, or capital owned by the soldier or his family are likewise left out of consideration. In Great Britain, the following types of income are excluded in determining need: the income used for the payment of rent; one-fifth of the weekly earnings of certain members of the household; and a portion of sick pay from a friendly society, of health insurance benefits, of veterans' pensions, and of workmen's compensation. In Switzerland, too, a portion of the earnings of the wife is left out of account; the earnings of other members of the family who live in the household of the soldier are counted in full.

The German law specifies that the family allowances, although based on a means test, do not fall in the class of public relief and are to be administered apart from it. Family allowances are not granted if the dependents of the soldier have sufficient resources for necessary maintenance. Eligible dependents are required to use their earning capacity to maintain themselves unless they are prevented by age, ill health, lack of training, or by household or family responsibilities. Formerly, family allowances in Germany were subject to the condition that dependents capable of earning their living must register at the em-

ployment office, but a decree issued in October 1939 canceled this requirement. All members of the family must unite their efforts and resources to provide necessary maintenance; unduly heavy burdens on one member of the family are to be avoided. Ascendants and descendants of the members of the soldier's family are relieved from their legal responsibility for furnishing support; other relatives who are responsible for support under German civil law are not relieved from this responsibility, but their support is taken into account only insofar as it is actually furnished.

As under the provisions for wives and children, the soldier in Great Britain must allot a portion of his pay for the support of other dependent relatives. If he has no wife and children who are eligible for allowances and if, prior to his entry into the armed forces, he contributed toward the support of his dependent relative an amount which he cannot afford to continue during his military service, with resultant hardship to the dependent, the government then grants assistance to the dependent relative. Unless the dependent is living alone or as a member of a household without any other income, he does not, however, receive an allowance if the net weekly income of the household, exclusive of rent and certain types of income, averages 18s. 6d. or more for each member of the household, with children below school age counted as half a person each.

As in the case of family allowances, the allowances of dependents are discontinued under certain conditions—when, for example, the dependent is in an institution supported by the state or is maintained at public expense. Allowances are discontinued, also, in case of imprisonment or serious misconduct on the part of the dependent, and on the dependent's marriage or remarriage.

In Canada, as in Great Britain, dependents other than wives and children may receive an allowance only if they are in need and if the soldier allots a part of his pay for their support. Unlike the British law, the Canadian provisions do not disqualify other dependents if the soldier has a wife or children, although allowances are limited to three dependents of any one soldier. If he has no wife or children, the soldier must assign 15 days' pay; otherwise he must assign 5 days' pay in addition to the allotment of 15 days' pay which goes to his wife and children. Allowances may be reduced or denied altogether if there are other

Chart 1.—Abstract of foreign provisions for allowances to families of mobilized men

Country	Eligible dependents	Conditions for receipt of allowance	Type and amount of allowances		Source of funds	Administration
			Regular allowances	Special allowances		
Belgium.....	Wife. Legitimate and acknowledged illegitimate children, and illegitimate children acknowledged only by the wife if they form a part of the household; age limit 16, or no age limit if incapacitated by infirmity for earning a living. If soldier is unmarried, widowed, or divorced; legitimate father or, in his absence, legitimate mother.	Total net income of dependents plus income of soldier is less than minimum exempted from income tax plus supplements for family responsibilities. If income exceeds this minimum by not more than 50 percent, allowances up to $\frac{1}{4}$ of the regular allowances are paid.	Adults: 12 francs a day in communities with at least 30,000 population; 10 francs a day in other communities. Children: 5 francs a day for each eligible child.	No information.	No information.	Local authorities. Appeal to Inspector of taxes.
Bulgaria.....	Family.	Total monthly income of family does not exceed a specified figure varying with locality and composition of the family.	Amount of monthly allowance fixed by mayor and local committees.	Housing allowance if necessary. Amount fixed by mayor and local committees.	Special income tax.	Local administration: mayor assisted by local committees. Central administration: Ministry of Interior.
Canada (Army and Air Force).	Wife or female relative responsible for care of children. Children (including foster and illegitimate children supported by the man prior to mobilization). Age limit: 17 for daughters, 16 for sons; no age limit for incapacitated children. The following relatives are eligible for allowances if the soldier supported them prior to mobilization: Mother (including foster mother or stepmother) who is widowed, separated from, or deserted by, her husband, or whose husband is incapacitated. Father (including foster father or stepfather) whose wife is dead and who is totally incapacitated. Brothers below age 16 and sisters under age 17 who were members of the soldier's household. Divorced wife if the soldier is under legal obligation to contribute to her support. Woman who has lived with the soldier as his wife on a domestic basis and has been supported by him for at least 2 years.	Allowances cannot be claimed as a right; the award is discretionary. Wives and children receive allowance regardless of previous support and without a means test on the condition that the soldier allot 15 days' pay of his monthly pay: Warrant officer, class I... \$40 Warrant officer, class II... 45 Warrant officer, class III... 40 Staff-sergeant and sergeant... 35 Ranks below sergeant... 20 Boy... 10 Other dependents receive allowances if they were wholly or partially supported by the soldier before his enlistment, if they have no means of support other than the allotted pay of the soldier, and if the soldier allots to them 15 days' pay, or 5 days' pay if his wife and children receive an allotment of 15 days' pay. No dependent may receive more than one allowance at a time. Allowances limited to 3 dependents of any one soldier. Allowance not granted if the dependent is maintained in an institution at public expense or if he is a paid member of the defense forces of Canada. Allowance suspended if female dependent marries, if the dependent is found morally unworthy of public assistance, and under a few other conditions.	Monthly allowance for wives and children (exclusive of allotment): \$35 to \$60 for wife or female relative in charge of children, varying with rank. \$12 for children (may be increased to \$20 each for the first 2 children and a maximum of \$48 for more than 2 children if children do not have a mother and if they are in need). In the case of other dependents, whatever steady income the dependent may have is taken into account in fixing the allowance. For soldiers below the rank of 2d lieutenant, the maximum is \$20 a month for each dependent, which may be increased up to \$30 a month for persons of higher rank.	On the joint recommendation of the Dependents' Allowance Board and the Treasury Board, the Governor in Council may grant allowances in special cases of dependency if the award is in the public interest.	Soldiers' allotment of pay and governmental subsidy.	Central: Dependents' Allowance Board in the Department of Defense, consisting of 6 members, 4 representing the Military Forces, 1 representing the Treasury, and 1 designated by the Minister of Defense. District and local: Field services of the Dominion Department of Pensions and National Health and the Soldiers' Settlement of Canada. These agencies utilize in turn recognized social agencies, public or voluntary, for investigation and report. Decisions on claims are made by the Dependents' Allowance Board. No appeal may be made against it, but official interviewer may ask Board for review.
Denmark.....	Members of family for whose maintenance the mobilized man is responsible.	Family maintenance allowances may be paid by local authorities to dependents for whom the mobilized man is responsible, if dependents are in need	Local authorities may pay maintenance allowances for family members.	Assistance is to be granted by local authorities to mobilized men in need to keep his home or commercial premises or to	Cost divided between state and local authorities.	No information.

Chart 1.—Abstract of foreign provisions for allowances to families of mobilized men—Continued

Country	Eligible dependents	Conditions for receipt of allowance	Type and amount of allowances		Source of funds	Administration
			Regular allowances	Special allowances		
Great Britain (Army)—Con.	Wife not eligible for family allowance. Legitimate, legitimized, adopted, illegitimate and step-children not eligible for family allowance. Father or mother. Grandparent, stepparent, foster parent. Grandchild. Brother or sister (including half-brother and half-sister). In special circumstances, other dependents may receive assistance.	family allowances, and issued only to 1 dependent on behalf of any 1 soldier. If soldier maintained dependents or made substantial contributions toward their support, allowance granted subject to a household means test and subject to the condition that the soldier make an allotment of pay equal to that required for the receipt of family allowances. In administering means test, certain types of income (rent, a portion of earnings, of sickness benefits, of pensions, etc.) are left out of account. Both types of allowances are payable to warrant officers, noncommissioned officers, and private soldiers. They are discontinued while the dependent is an inmate of a state-aided institution or is maintained at public expense and under a few other similar conditions.	wholly dependent on soldier and towards whose maintenance he contributed not less than 24s. a week.			
Greece	The following members of the soldier's family who lived with him and whom he supported: Wife, children, parents, unmarried or widowed sisters, and brothers under age 17 or incapable of work.	Family in need. Income from any other source, including continuation of pay (see chart 2) is deducted from the allowance. Allowance is paid to dependents as a group and is not divided among them.	Monthly allowances vary with place of residence as follows: First dependent: 300 to 600 drachmal. Each other dependent: 60 to 120 drachmal.	No information.	No information.	Local committees consisting of civil servants, clergymen, and notables.
Netherlands	Wife, relatives in the direct line and in the second degree, foster parents, and other persons for whose maintenance the soldier is legally responsible.	Family is deprived of income because of mobilization of breadwinner.	Maximum aggregate allowance: 3 florins a day. Allowance not to exceed loss of income actually suffered by the dependent or amount considered sufficient for livelihood, taking into account any other income of the dependent. In special cases, Minister of Defense may grant a higher rate.	No information.	Provisional payments made from municipal fund are reimbursed from state treasury if they are approved by the Minister of Defense.	In normal times, system is administered by Minister of Defense. In emergency periods, mayor of municipality fixes amount pending approval of Minister or Queen's Commissioner of the province may be authorized to exercise the powers of the Minister.
New Zealand	Wife; guardian of motherless children under age 16; children under 16; dependent widowed mother.	Family allowances subject to weekly allotment of soldier's pay in the following amounts: Single men..... 14s. Married men with out children..... £2 0s. Married men with 1 child..... £2 15s. Married men with 2 children..... £3 10s. Married men with 3 or more children..... £4 0s. Children's allowances paid on behalf of not more than 5 children.	Daily allowance (exclusive of allotments): 3s. for the wife or guardian of motherless children under age 16. 1s. 6d. for each child under age 16 (but for not more than 5 children) and for dependent widowed mother.	No information.	Soldiers' allotment of pay and state treasury.	No information.

Rumania	Restricted to families of workers, salaried employees, or craftsmen. Wife, minor children (legitimate or illegitimate), parents of soldier and his wife, if they are dependent on soldier.	Families of soldiers not above rank of sergeant and not eligible for continuation of pay (see chart 2); allowances granted only if family is without means of subsistence.	30 lei per family a day.	No information.	Central Social Insurance Fund, employment Fund, in equal shares.	Grants paid by social insurance offices under supervision of representatives of Ministry of Labor, employers, and workers.
Sweden	Wife, if mobilized man lived with her. Dependent children under age 16. Parents, if mobilized man is obliged to support them and was in fact doing so when he was called up. Under special conditions, person in charge of household.	Basic allowance paid to wife and children only, irrespective of need, and a supplement, based on need. Family and housing allowances not granted if soldier receives allowance for continuation of an independent business. Allowances may be conditional upon application for work at a public employment exchange.	Daily basic allowance: Wife..... 1 crown Child..... 0.40 crown Maximum total daily allowances varying with cost-of-living areas: Wife..... 1.75-2.25 crowns Other persons per- sons over 16..... 1.00-1.50 crowns Persons under 16..... .70-.90 crown	Housing allowance granted if family requires assistance to keep their home, not to exceed cost of rent and heating. Removal allowance may be granted in place of housing allowance. Allowance for continuance of business granted if it is possible to maintain an independent business by engaging wage-paid labor and if the mobilized man maintained his family out of the product of his own labor. Allowance not to exceed 200 crowns a month. Sickness allowance is granted subject to proof of need, to cover costs of medical and hospital treatment, of cure, and of transportation to the doctor or hospital. Non-interest-bearing loans varying from 300 to 4,000 crowns, repayable in five annual installments.	State pays basic amount in full and ¼ of the other allowances.	Local administration. Appeal to provincial and central authorities.
Switzerland	Wife. Children, legitimate or illegitimate. Parents in direct line of legitimate or illegitimate children. Brothers and sisters. Other relatives and connections living in the same household. Under exceptional conditions, adopted relatives.	Assistance is granted only to members of the mobilized man's family who were actually maintained by him and who are in need. In administering the means test, account is taken of capital and income of all persons living in the family; certain income, such as a portion of the earnings of the wife, is left out of account. Soldiers' relatives working on their own account receive assistance only if they lose earnings because of the mobilization and are consequently in need. Assistance not payable under the following conditions: (1) Mobilized man is in receipt of unemployment benefit under military insurance; (2) he receives full salary or wages during period of service; (3) he was not in gainful employment before entering service (unemployment compensation being considered as earnings) unless he proves that he could have found gainful employment during the period of service; (4) joint income of family is sufficient for maintenance; (5) an allowance is granted for loss of wages (see chart 2).	Maximum daily allowances varying with locality: Adults and children earning on their own account.... 2.20-2.90 francs Children aged 15 and over. 1.40-2.00 francs Children 10-14 years old. .90-1.50 francs Children under 10..... .70-1.00 franc Rate of assistance may be increased by 30 percent, but the payment of this supplement may be made subject to certain conditions (payment of rent, interest, mortgages, etc.). Assistance may not exceed amount which the family received from the breadwinner.	No information.	Confederation pays ¼ of expenditures, cantons, ¼.	Local authority. Appeal to cantonal authorities; further appeal to the Central War Commissariat.

Chart 1.—Abstract of foreign provisions for allowances to families of mobilized men—Continued

Country	Eligible dependents	Conditions for receipt of allowance	Type and amount of allowances		Source of funds	Administration
			Regular allowances	Special allowances		
Union of Soviet Socialist Republics.	The following members of the family are deemed to be non-self-supporting: Wife. Children under age 16, or age 18 if they attend school, and are not in receipt of a state scholarship. Brothers and sisters under age 16, or age 18 if they attend school and are not in receipt of a state scholarship and if their parents are incapable of work. Father over age 60. Mother over age 55. Invalid relatives.	Allowance paid to families of private soldiers and noncommissioned officers mobilized in time of war.	Rate depends upon the number of non-self-supporting members in the family. Monthly rate for families with no self-supporting members: 1 person in family: 80 rubles 2 persons in family: 120 rubles 3 or more persons in family: 160 rubles Monthly rate for families with 1 member capable, and 3 or more incapable, of work: 120 rubles. Monthly rate for families with 1 member capable of work and 2 children under age 16: 80 rubles. Rates reduced by 50 percent in rural areas.	No information.	No information.	Special committee of district or town; village, soviet in rural districts. Appeal to executive committee of administrative subdivision, if none, to Council of People's Commissaries.
Yugoslavia.	Legitimate wife and children under age 16. In the absence of wife and children, relatives in the ascending line. If there are no such dependents, allowance may be paid to other relatives in the second degree of the ascending line, such as brothers and sisters, or to other dependent persons, such as unmarried consort, illegitimate children, and unmarried relatives in the ascending line.	Allowances payable only to the dependents of mobilized men who have no means of subsistence because the person on whom they are dependent is mobilized. Only one allowance is payable for all persons dependent on the mobilized man.	Rate: 5 to 8 dinars a day varying with locality plus supplementary allowance of 3 dinars a day for each dependent child.	No information.	No information.	Special committee attached to district court.

Chart 2.—Abstract of foreign provisions for continuance of wages during military service¹

Country	Eligible workers	Conditions for continuance of wages	Amount	Duration	Source of funds
Bulgaria.	Workers. Certain professional workers, unemployed workers entitled to unemployment benefits. Important exclusions: Establishments in handicrafts employing not more than 3 workers if the workers and the employer are called up simultaneously or if the establishment cannot continue without replacing the mobilized workers.	No information.	Workers: 50 percent of wage. Professional workers: Full salary. Unemployed workers: Amount of unemployment benefit.	Workers: Maximum of 3 months. Professional workers: Period of military service. Unemployed workers: To the expiration of the unemployment benefit period.	Employers pay benefits to their former workers and professional workers. Unemployment fund makes payments to unemployed persons.
Greece.	Wage earners and salaried employees whose remuneration is fixed and paid at regular intervals.	Minimum of 1 year's service with employer. If employee has less than 1 year's service, part of the time spent in other establishments is taken into account.	Men with dependents: $\frac{1}{2}$ salary after 1 year's service. $\frac{3}{4}$ salary after 3 years' service. Men without dependents: $\frac{1}{2}$ salary after 1 year's service. $\frac{3}{4}$ salary after 3 years' service. $\frac{1}{2}$ salary after 10 years' service.	Period of military service.	Employers. Small manufacturers and craftsmen share the cost of the benefits with their employees who continue to work and who contribute in proportion to their remuneration.

Hungary	Salaried employees in industry and commerce. Farm bailiffs and farm servants.	See Amount.	Salaried employees: Full salary for month of induction into army. Allowance to family equal to 50 percent of salary for 1 dependent, increased by 10 percent for each additional dependent if man is not an officer and if family is destitute. Maximum: Salary of the employee or 100 pengo a month for professional workers and 70 pengo a month for others. Accommodation supplied by the firm prior to military service. Farm bailiffs: Accommodation, fuel, land for cultivation, and fodder stipulated in contract. In addition, farm bailiffs who are not officers receive from $\frac{1}{2}$ to $\frac{1}{4}$ of remuneration in cash and kind depending on family responsibilities. Farm servants with family responsibilities: Accommodation, fuel, land for cultivation, and fodder stipulated in contract.	Period of military service.	Employers.
Italy	Salaried employees in private establishments.	No information.	Full salary during first 2 months of service; thereafter difference between army pay and civilian salaries.	Period of military service.	Employers pay contributions based on number of employees and total pay roll, into a central fund, from which allowances are paid.
Rumania	Wage earners and salaried employees in industrial and commercial establishments with at least 5 employees.	Establishment continues work. Worker has had 2 years' service in the establishment and is married. He has family responsibilities. Rights to continuation of pay may be exercised only once a year.	$\frac{1}{2}$ of wage. (Officers may choose between army pay and $\frac{1}{2}$ wage; persons of lower rank receive $\frac{1}{4}$ wage in addition to army pay.)	Period of military service.	Employers.
Switzerland	Persons who at the time of entry into military service have an employment contract, public or private, including home workers and commercial travelers. Unemployed persons who were employed for not less than 150 days during preceding year.	See Amount.	Allowances consist of: (1) Household allowance payable to soldiers who are obliged to maintain or assist relatives and varying with locality from 2.90 francs to 3.75 francs a day; household allowance is increased if wages exceeded 10 francs a day but by not more than 0.75 franc a day. (2) Children's allowances: First child: 1.20-1.80 francs a day, varying with locality. Each additional child: 1.00-1.50 francs a day, varying with locality. Children over age 18 and children between ages 15 and 18 who earn their living are not taken into account. Maximum allowance: 90 percent of wage if wages amounted to less than 6 francs a day, otherwise 80 percent. Maximum amount 12 francs a day. Soldiers not eligible for household or children's allowances: 0.50 franc a day.	Period of military service.	Employers pay 2 percent of their total pay roll and employees 2 percent of wage or salary until the yield of these contributions reaches $\frac{1}{4}$ the allowances currently paid. Government pays the other half, $\frac{1}{4}$ of this amount being re-funded to the federal government by the cantons.

¹ Information is believed to be current as of the beginning of 1941. For the exchange value of foreign currency, in dollars, see table 1.

family members at home who should assume partial or full responsibility for support. Steady income which the dependents receive from any source other than the allotment is taken into account in fixing the amount of the allowance. Allowances are not granted while the dependent is maintained in an institution at public expense, if he is considered morally unworthy of public assistance, and under a few other conditions.

In Sweden, registration at the employment office may be made a prerequisite for the receipt of family allowances.

In Switzerland and Rumania, family allowances are not payable if the soldier is eligible for continuation of his wages.

If the soldier dies while serving in the armed forces, dependents' allowances in Great Britain are continued for 13 weeks after his death. In Germany, the allowances are payable after the death of the soldier until a survivor's pension is granted under legislation for veterans, or, if the death is not the result of a service injury, for a period of 3 months. If the soldier is honorably discharged from military service and takes up employment, the allowances in Germany are continued until the first wage payment but for not more than 2 weeks after discharge.

Continuation of pay.—Some of the countries which make provision for continuation of pay require that the soldier must have served with his former employer a certain length of time. For example, employees in Greece must have had a minimum of one year's service with the employer who is responsible for continuation of pay; if the employee has had less than one year's service with this employer, part of the time he spent in other establishments is taken into account. In Switzerland, pay is continued for unemployed persons who have had 150 days' service in the year preceding entry into the armed forces, while no service requirement is imposed on persons who have an employment contract at the time of entry.

Under the law of Rumania, an establishment is exempt from the requirement of continuing pay if it ceases operation; the worker, to be eligible for continued pay, must have had 2 years' service with the establishment and must be married or have family responsibilities. In Hungary, the pay of salaried employees is continued beyond the month of induction only if the employee is not an officer and has a family which is destitute.

Amount

Family allowances.—The methods of computing the family allowances in the various countries are set forth in chart 1. Of the five countries—Great Britain, Canada, New Zealand, Sweden, and the U.S.S.R.—which pay uniform allowances to certain classes of dependents without investigation of need, two—New Zealand and Sweden—pay flat amounts to all dependents. In New Zealand the wife and the guardian of motherless children receive 3s. a day; the children below age 16 and the dependent widowed mother receive 1s. 6d. a day. The soldier's allotment is added to these allowances. Children's allowances are paid to not more than five children.

In Sweden, the basic allowance for the wife is 1 crown a day, and for each child 0.40 crown a day.

In Great Britain, the wife's allowance increases with the rank of the soldier. Wives of soldiers not above the rank of sergeant receive 18s. a week; the allowance is increased up to 24s. 6d. a week according to the rank of the soldier. Wives living in the London postal area receive a special supplement of 3s. 6d. a week. Allowances for children amount to 7s. 6d. a week for the first child, 5s. 6d. a week for the second child, and 4s. a week for each additional child; these children's allowances do not vary with the rank of the soldier. As in New Zealand and Canada, the amount allotted by the soldier for the support of his family is added to the allowances.

The Canadian regulations prescribe only the maximum, not the minimum rates which may be awarded. As in Great Britain, the allowances for the wife, or the soldier's female relative who cares for his children, increase with rank. Wife's allowances amount to \$60 a month for officers above the rank of major, \$55 for majors, \$50 for captains, \$45 for lieutenants and second lieutenants, \$40 for warrant officers, class I, and \$35 for all other ranks. Children receive \$12 a month regardless of rank. If the man has no wife and no female relative in charge of his home or if the wife is incompetent to care for the children, the children's allowances may be increased up to \$20 a month for each of the first two children and a total of \$48 a month for three or more children; this increase is granted only if the children are in need. The allowances of all other dependents are limited to \$30 each for dependents of officers above the rank of major, to \$25 each for depend-

ents of majors, captains, and lieutenants, and to \$20 each for the dependents of men of lower rank; any steady income from any source other than the allotment is deducted from the amount of the allowance. The divorced or separated wife is not eligible to receive more than the amount which her husband is obliged to provide for her support under the court order or separation agreement; the allotment is applied in the first instance to provide this amount, and any remaining balance may be granted by the government as a dependent's allowance up to the maximum monthly allowance. If a divorced man has married again, his present wife receives the full allowance, although the allotment of pay may go, in whole or in part, to the divorced wife.

In the U.S.S.R., the allowances vary with the composition of the family and the number of family members who are considered not to be self-supporting, that is, the wife, the children, younger brothers and sisters whose parents are incapable of work, the father over age 60, the mother over age 55, and invalid relatives. The allowances are 50 percent lower in rural areas than in urban areas.

In all other countries, allowances are measured according to the needs of the dependents; hence the amounts shown in chart 1 represent maximum allowances payable to dependents without other income. In many countries the allowances based on a measurement of need vary with the cost-of-living area in which the dependents live. Some laws stipulate that the amount of the allowance must not exceed the loss of income which the family has suffered because the breadwinner was called to the colors. The characteristics of these systems may be illustrated by the provisions in effect in Great Britain and Germany.

In Great Britain the soldier's allotment of pay with respect to a dependent's allowance must equal the amount required for the regular allowance to wife and children. This allotment for a dependent is deducted from the amount of the allowance computed on the basis of need and previous support. In some cases of men in the higher ranks, the allotment may be equal to, or greater than, the maximum rate, in which case no supplementary allowance is payable.

The maximum amount of the allowance is determined by the average weekly contribution which the soldier made toward the support of the

dependent in the 6 months preceding his induction into the armed forces, as follows:

Average weekly contribution	Maximum rate of allowance, including allotment
9s. but not more than 15s.....	13s.
More than 15s. but not more than 20s.....	18s.
More than 20s.....	21s. 6d.

For a person who lives alone or as a member of a household with no other income and who is wholly dependent on the soldier, the maximum allowance is 25s. a week (including the allotment) provided the soldier's average contribution before he entered the army was not less than 24s. a week.

The allowances must not have the effect of raising the average net income of each member of the household to which the dependent belongs above 20s. a week, or, if the dependent is living alone and has income apart from the allowance, above 25s. a week. In applying these limits, children are counted as half a person each, and certain types of income are exempted.

The German system of family allowances uses two methods for computing the amount of allowance. Under the first method, the country is divided into districts on the basis of cost of living, and the allowances for dependents are so measured as to assure them necessary maintenance. In Berlin, for example, the allowance for the wife amounts to 64.50 marks a month. Other dependents over age 16 receive about one-half, dependents below age 16 about one-third, of the wife's allowance.

The allowance of the wife who lived with the soldier before his mobilization may be determined according to a second method if this method results in a higher allowance than that computed on the basis of the cost-of-living area. Under this second method, the wife's allowance is computed on the basis of the income, exclusive of tax deductions and social insurance contributions, which the soldier received in the month before joining the army. It amounts to 40 marks a month for a monthly income between 100 and 110 marks and is increased by 4 marks for every additional 10 marks of income up to an income level of 260 to 270 marks. For incomes in excess of this sum, 3 marks are added to the allowance for every additional 10 marks of income until the maximum allowance of 200 marks a month is reached. Thus, the wife's allowance amounts to approximately 40 percent of the previous income if this income was less than 270 marks; the percentage decreases

gradually for higher incomes, reaching about 34 percent of an income of 580 marks a month, and decreasing still further for higher incomes.

The allowances for dependents other than the wife are always computed according to the first method even if the wife's allowance is determined on the basis of previous income. The law provides that, no matter which of the two methods is followed, the granting of allowances must not have the effect of raising the standard of living of the family above that which the family maintained before the breadwinner was mobilized.

A provision that the family allowance must not exceed the amount which the dependents received from the soldier before his entrance into military service is found in a number of foreign laws, as may be seen from chart 1. The Swiss law, for example, specifies that the assistance granted by the government to families of mobilized men must not exceed the prior earnings of the soldier after deducting the cost of his maintenance. In the case of a married man, the cost of maintenance is reckoned at 2 francs a day, or at 1 franc a day if his earnings were low and he has a large family; the cost of maintenance of an unmarried man is taken to be 3 francs a day, or 2 francs a day if his earnings were low and he is the sole support of a large family.

Under the law of the Netherlands, the allowance must not exceed the loss of income actually suffered by the dependent in consequence of conscription of the breadwinner, or an amount considered sufficient for his livelihood, taking into account any other income that the dependent may have during the period of service of the breadwinner. The loss suffered by the dependent is deemed to be the amount contributed by the soldier before he was called up for active service, or—if this amount is not representative of his contribution, as in the case of irregular earnings—the average amount contributed to the maintenance of the dependent during the preceding year, or an amount computed according to such principles as the Minister of Defense may determine.

Continuation of pay.—Ordinarily, continuation of pay varies with the family responsibilities of the soldier and with the previous salary or wage, but in a few systems it is independent of family responsibilities and varies only with the prior wage. The details may be found in chart 2.

The provisions of the Swiss law for continuation of pay are unique, inasmuch as the allowances are measured primarily according to the family responsibilities of the soldier rather than his former pay. Continuation of pay consists of a household allowance, payable to soldiers who are obliged to maintain or assist relatives, and of children's allowances. Both types of allowance vary with cost-of-living areas. The household allowance is increased above the basic amount if the soldier's wages exceeded 10 francs a day. The combined household and children's allowances must not exceed 12 francs a day, or 80 percent of the soldier's previous wage, or 90 percent if his wage fell below 6 francs a day. Soldiers who are eligible for continuation of pay but who have no family responsibilities receive a flat amount of 0.50 francs a day. In other countries, continuation of pay is more closely related to the former salary or wage of the soldier.

Special Allowances

In addition to the allowances discussed in the preceding section, a number of countries grant supplementary allowances to meet requirements of the dependents for which the regular allowances are insufficient.

In Great Britain, special allowances may be granted up to £2 a week for the support of dependents outside the degree of relationship specified for regular allowances, for the payment of rent, insurance premiums, educational commitments, and other obligations. Persons who suffer hardship because of deprivation of expected support from a man who joined the armed forces at the end of his apprenticeship may also receive special assistance. These special grants must not have the effect of placing the household in a better financial position than that which existed before the man joined the armed forces. In addition, pending the receipt of family or dependents' allowances, temporary assistance is available under the law for prevention and relief of distress arising out of war. This law is administered by the Assistance Board.

In Germany, the government grants a rent allowance to eligible dependents which is measured according to the rent actually paid by them. If the family owns its home, an allowance for the payment of taxes and other charges may be granted. If the household cannot be maintained

without the help of a domestic servant, an allowance may be made toward the payment of her wages. Allowances may also be paid for the education of children; for occupational training of dependents who are blind, deaf and dumb, or crippled; for meeting the cost of a funeral; and for other special needs of the members of the family.

If prior to conscription the soldier or one of his eligible dependents assumed a legal or contractual obligation which is appropriate to the family's standard of living, an allowance may be granted toward its fulfillment. Special regulations provide for the maintenance of life insurance contracts of mobilized soldiers and their dependents through the payment of a reduced premium. If the monthly premium exceeds 5 marks but does not exceed 240 marks, the insurance is kept in full force by payment of one-fourth of the monthly premium, but in no case must the payment fall below 5 marks a month. If the monthly premium is less than 5 marks, it is payable in full, as is that part of the premium which exceeds 240 marks a month. Under the provisions for families of mobilized soldiers, the government may grant an allowance toward maintenance of life insurance contracts up to 60 marks a month.

Families in receipt of the allowances are eligible for maternity care and benefits equivalent to those furnished to the dependents of members of sickness insurance funds. Social insurance rights are maintained during periods of military service without payment of contributions. The dependents of soldiers who were members of sickness insurance funds prior to their mobilization remain eligible for medical care and other sickness insurance benefits to the same extent as dependents of insured persons.

The German law also authorizes the payment of special allowances to assure the continuance or preservation of an independent business in handicrafts, farming or forestry, or a liberal profession. These special allowances are granted if the mobilized man is the owner or if he was the manager of the business. They may be paid even if the mobilized man has no dependents.

A similar provision is found in the Swedish law, under which an allowance is paid when it is possible to maintain an independent business by engaging wage-paid labor. These allowances are restricted to mobilized men who maintained their families out of the product of their own labor.

They may not exceed 200 crowns a month. If such an allowance is paid, no family allowance is granted to the dependents of the mobilized man. In addition, the Swedish law authorizes the payment of housing allowances and reimburses needy families for the cost of medical treatment and hospital care and of transportation to the doctor or hospital. Persons who are placed in a difficult economic position because of being called up for special defense duty may receive a loan of not less than 200 nor more than 4,000 crowns. No interest is charged on the loans, and they may be granted without security. Repayment must be made in five annual installments, the first falling due a year from the date of the loan.

Source of Funds

Family allowances.—In Great Britain, Canada, and New Zealand the cost of furnishing support for the families of mobilized men is shared by the government with the men themselves. In other countries, the soldiers are not required to allot a fixed portion of their pay for the maintenance of dependents. Under some systems, the cost of the allowances is shared by the central government with the local governments. Thus, under the German law, the central government pays four-fifths of the benefit expenditures, and the local governments pay the remaining fifth and the entire cost of administration. This allocation of costs may be varied during the war. In Sweden, the central government bears the whole cost of the basic allowances payable to wives and children and nine-tenths of the supplementary allowances based on need; the localities pay the rest. Under the Swiss law, the federal government pays three-fourths, the cantons one-fourth, of the expenditures.

In some other countries, the total cost of the allowances is borne by a central fund. For example, in France, family allowances are paid out of a National Solidarity Fund consisting of sums held back by employers from their workers' overtime pay, of the yield of a tax on profits of industrial and commercial enterprises and on earnings of workers, and of the income from the national lottery. In Bulgaria the proceeds of a special income tax are used, and in Rumania the cost is met out of the central social insurance fund and the unemployment fund.

Continuation of pay.—In some countries, the

employers bear the entire cost of continuation of pay of mobilized men, while in some others the cost is shared by the employers with the workers or the government. Usually the employer pays the benefit directly to the soldier or to his family, but in Italy the employers pay their contributions, based on the number of persons employed by them and on their total pay roll, into a central fund, from which the allowances are paid.

In Switzerland half the cost of continuation of pay is borne by the employers and workers, the other half by the federal and cantonal governments. Employers pay 2 percent of their pay roll and workers 2 percent of their wage or salary until the yield of these contributions reaches one-half of the allowances currently paid. Since the employer usually pays the allowance directly to the soldier or to his family, the burden is distributed among the employers by means of equalization funds.

The Greek law for continuance of pay makes large-scale employers responsible for financing the allowances alone. Small manufacturers and craftsmen share the cost with the employees who continue to work and who contribute in proportion to their remuneration.

Administration

The family-allowance systems which are based on a means test are usually administered by local authorities. The German law specifies that the provisions must be administered separately from relief. Most laws provide for appeals against the decision of the local authorities. Under the laws for continuance of pay, the former employer usually makes the payment to the soldier or to his dependents.

Special interest attaches to the administrative arrangements under the British law. Claims for wives' and children's allowances are ordinarily filed by the man himself with the regimental paymaster. The wife does not need to file an application except when the normal procedure cannot be followed because the man is overseas. Upon completion of the claim by the man, a book of weekly drafts is sent to the post office which the soldier has designated, and a form is sent to the wife. When she presents the form, signed by herself and witnessed by a responsible person, at the post office, she receives the book of drafts, which she can cash weekly in advance.

Claims for allowances of dependents other than wives and children must be filed both by the soldier and his dependent. The soldier must consent to the requisite deduction from his pay, and the dependent must furnish information necessary for the determination of need. Ordinarily, the soldier obtains the form for filing a claim from his commanding officer and forwards the completed form to the regimental paymaster. The dependent obtains the claim form from the post office and forwards it to the regimental paymaster. On receiving a claim either from the man or from the dependent, the paymaster communicates with the other party, if necessary, and causes the necessary investigation of the dependent's need to be made. If the claim is approved, the paymaster sends a book of weekly drafts to the post office of the dependent's residence in the same way as for wives' allowances.

To accelerate the procedure, special arrangements were instituted in December 1939. Now the man may file his claim on behalf of a dependent at the time of his medical examination. The claim is forwarded directly to the local office of the Assistance Board at the place where the dependent lives, together with a form to be filled out by the dependent. After completion of the form, the claim is investigated and a report is made to the regimental paymaster, who then, if the claim is approved, forwards the book of weekly drafts to the appropriate post office.

The provisions for temporary assistance which may be granted pending approval of claims for family or dependents' allowances are administered by the Assistance Board.

Claims for special financial assistance are usually made by the soldier on a form which he can obtain from his regimental paymaster. Under arrangements in effect since December 1939, such claims may be filed at the time of the medical examination. Wives and other dependents of men serving overseas may file claims for special financial assistance directly through the offices of the Assistance Board. The Board investigates the claim and then sends it to the regimental paymaster, who, after adding information on the pay of the soldier, forwards it to the Ministry of Pensions for decision.

In Canada, administrative responsibility is vested in the Dependents' Allowance Board, a division of the Department of Defence. The Board consists of six members: four representing

the Military Forces, the Navy, the Army (both English and French speaking), and the Air Force; one representing the Treasury; and one—at present a civilian—appointed by the Minister of Defence. All applications for allowances are decided by the Board itself. The Board has a central office and regional offices, but for its field organization it relies on the facilities of two governmental departments concerned with the welfare of war veterans—the Department of Pensions and National Health, whose functions correspond approximately to those performed by the Veterans Administration in this country, and the Soldier Settlement Board, responsible for assisting returned soldiers in settling on the land. If these two governmental agencies find their own facilities inadequate, they may select a recognized welfare agency, either public or voluntary, to conduct the investigation necessary to determine the dependent's right to an allowance. The social agency receives a flat-rate nominal payment for each investigation.

Application for allowances is made by the soldier when he enlists, through the paymaster of his unit. At the time of application, the soldier signs over a part of his pay for the support of his dependents. Presentation of marriage or birth certificates is sufficient proof that wife or children are entitled to allowance, and the allowance, together with the allotment, is payable at once. In the case of dependents other than wife or children, the allotment is payable immediately, and the regimental paymaster makes a request for an investigation of their dependence on the man and their need. The governmental supplementary allowance is awarded only after the Board has approved the claim on the basis of reports furnished by one of the cooperating agencies.

If the soldier fails to claim an allowance on behalf of his dependents, they themselves may file an application with the Dependents' Allowance Board. The application is referred by the Board to the soldier. If he accepts responsibility, application is then made in the usual way. Otherwise the Board investigates the facts, and if it is found that the dependent is eligible for an allowance the soldier is required to assign a part of his pay.

Appeals against the decision of the Board may be made only through official interviewers who are designated by the Minister of Defence and are

either public officials or commissioned officers of at least captain's rank. If the official interviewer considers the objections justified, he reports the case to the Board, which then reviews its decision.

List of Sources

BELGIUM:

Industrial and Labour Information, Vol. 72, No. 9 (Nov. 27, 1939), pp. 257-259; Vol. 73, No. 7 (Feb. 12, 1940), p. 156.

BULGARIA:

International Labour Review, Vol. 42, Nos. 2-3 (August-September 1940), p. 157.

Industrial and Labour Information, Vol. 72, No. 10 (Dec. 4, 1939), p. 284; Vol. 73, No. 13 (Mar. 25, 1940), p. 304.

CANADA:

Two typewritten memoranda issued by The Canadian Welfare Council in January 1941, entitled as follows: "Services auxiliary to the forces, on active service or in training and community services caring for dependents of the forces," Military Service Memo. I, 5 pp. (typewritten); "The Administration of Dependents' Allowances to the Military Forces in Canada," Military Service Memo. II, 18 pp., (typewritten).

Canada, Department of National Defense, "Allowances for dependents of enlisted men," Canadian active service force military and air, Summary of regulations, signed by A. Macnamara, Chairman, Dependents' Allowance Board, Sept. 1, 1940, 6 pp., (typewritten).

Assigned Pay and Dependents Allowance Regulations (Extracts from financial regulations and instructions for the Canadian active service force as amended to August 21, 1940), P. C. 2434, Ottawa, J. O. Patenaude, I. S. O., 1940, 35 pp.

DENMARK:

Industrial and Labour Information, Vol. 72, No. 4 (Oct. 23, 1939), p. 120.

FRANCE:

International Labour Review, Vol. 40, No. 5 (November 1939), pp. 677-680; Vol. 42, No. 1 (July 1940), p. 24.

Industrial and Labour Information, Vol. 72, No. 6 (Nov. 6, 1939), p. 180; Vol. 73, No. 13 (Mar. 25, 1940), pp. 283-284; Vol. 74, No. 3 (Apr. 15, 1940), p. 68.

GERMANY:

"Einsatz-Familienunterhaltungsgesetz. Vom 26. Juni 1940." and "Verordnung zur Durchfuehrung und Ergaenzung des Einsatz-Familien-Unterhaltungsgesetzes. Vom 26. Juni 1940." *Reichsversorgungsblatt*, 1940, No. 8 (July 5, 1940), pp. 38-43.

Reichsarbeitsblatt, Part I, Vol. 19, No. 30 (Oct. 25, 1939), pp. I 493-I 495; Part I, Vol. 20, No. 5 (Feb. 15, 1940), p. I 63; Part I, Vol. 20, No. 15 (May 25, 1940), p. I 248.

Boberski, "Der Familienunterhalt im Kriege," *Reichsarbeitsblatt*, Part II, Vol. 19, No. 34 (Dec. 5, 1939), pp. II 446-449; Part II, Vol. 19, No. 35 (Dec. 15, 1939), pp. II 462-465.

Fluegge, "Familienunterhalt in London, Paris und Berlin," *Reichsarbeitsblatt*, Part II, Vol. 19, No. 33 (Nov. 25, 1939), pp. II 433-434.

International Labour Review, Vol. 40, No. 5 (November 1939), pp. 680-683.

Industrial and Labour Information, Vol. 71, No. 13 (Sept. 25, 1939), pp. 383-384; Vol. 72, No. 13 (Dec. 25, 1939), pp. 353-354.

Deutsches Arbeitsrecht, Vol. 8, No. 9 (September 1940), p. 135.

GREAT BRITAIN:

Allowances for Families and Dependents of Men Serving in H. M. Forces During the Present War, London, H. M. Stationery Office, Cmd. 6138, November 1939, 11 pp.

Special Army Order 170, Sept. 16, 1939, Royal Warrant, Introduction of Dependents' Allowance, London, H. M. Stationery Office, 1939, 9 pp.

Special Army Order 33, Mar. 30, 1940, London, H. M. Stationery Office, 1940, 4 pp.

International Labour Review, Vol. 40, No. 5 (November 1939), p. 683.

Industrial and Labour Information, Vol. 72, No. 3 (Oct. 16, 1939), pp. 86-87; Vol. 72, No. 13 (Dec. 25, 1939), p. 355; Vol. 74, Nos. 11-13 (June 10-24, 1940), pp. 234-235.

Monthly Labor Review, Vol. 52, No. 1 (January 1941), p. 90.

GREECE:

International Labour Review, Vol. 42, No. 1 (July 1940), p. 24; Vol. 42, Nos. 2-3 (August-September 1940), p. 118; Vol. 43, No. 2 (February 1941), pp. 213-214.

HUNGARY:

International Labour Review, Vol. 41, No. 2 (February 1940), pp. 169-171.

ITALY:

International Labour Review, Vol. 42, No. 1 (July 1940), pp. 21-23; Vol. 42, Nos. 2-3 (August-September 1940), pp. 114-115.

NETHERLANDS:

Industrial and Labour Information, Vol. 73, No. 5 (Jan. 29, 1940), p. 108.

NEW ZEALAND:

Industrial and Labour Information, Vol. 74, No. 1 (Apr. 1, 1940), p. 10.

RUMANIA:

International Labour Review, Vol. 42, Nos. 2-3 (August-September 1940), pp. 116-117.

Industrial and Labour Information, Vol. 74, No. 2 (Apr. 8, 1940), p. 44.

SWEDEN:

International Labour Review, Vol. 42, Nos. 2-3 (August-September 1940), pp. 155-156; Vol. 43, No. 3 (March 1941), pp. 341-342.

SWITZERLAND:

International Labour Review, Vol. 40, No. 5 (November 1939), pp. 685-687; Vol. 42, No. 1 (July 1940), pp. 25-26.

Industrial and Labour Information, Vol. 72, No. 2 (Oct. 9, 1939), pp. 55-56; Vol. 72, No. 9 (Nov. 27, 1939), p. 260; Vol. 73, No. 6 (Feb. 5, 1940), pp. 129-132.

U. S. S. R.:

Industrial and Labour Information, Vol. 72, No. 9 (Nov. 27, 1939), pp. 259-260.

YUGOSLAVIA:

Industrial and Labour Information, Vol. 73, No. 3 (Jan. 15, 1940), p. 60.

Benefits and Beneficiaries Under the Civil Service Retirement Act

RUTH RETICKER*

The Civil Service Retirement Act of 1920 established the first Federal contributory retirement system for civilian employees. In its twenty years of operation, the civil-service retirement program has reached a maturity which the retirement systems established by the Railroad Retirement Act and the Social Security Act will not attain for years to come. Because all programs offering protection to aged or disabled workers are of significance to students of social insurance, the Bulletin presents this summary of the historical development of the Civil Service Retirement Act and the present status of benefits and beneficiaries under that act, to serve as a background for the continuing presentation of data on the operation of the act.

THE CIVIL SERVICE RETIREMENT ACT is designed to provide retirement benefits for aged and disabled Federal employees. Like the Railroad Retirement Act and many other public retirement systems, it aims also to retire superannuated employees for the good of the service. This latter purpose had been discussed as early as President Monroe's administration, 125 years ago, when the Secretary of War protested against his "octogenarian department."

During the first 40 years of its existence, the machinery of the Federal Government operated with so few removals of subordinate officials and employees that President Jackson found many of them grown old in the service and removed them on charges of inefficiency. The Four Year Tenure of Office Act of 1820 was extended beyond its original purpose—that of compelling the regular submission of accounts from office holders handling public funds—to form the basis for rotations in office in the era of the spoils system, at its height during 1829–61. Even so, in 1845 a House committee report protested that under the system then existing "the list of officers becomes a pension roll" and described the detrimental effect of superannuation on the efficiency of the Federal service. To eliminate the reduction of efficiency through retention of employees whose abilities had been reduced by age, it proposed not a retirement system for aged employees but rather short terms of office for employees of all ages—in other words, extension of spoils-system rotation.

Civil-service reform laws providing for competitive examination and nonpolitical appointments have been proposed since 1865. Foreign experience was studied as early as 1868 by a joint select committee on retirement headed by Representative Thomas Allen Jenckes of Rhode Island. The Civil Service Act, passed in 1883 after the death of President Garfield at the hands of a disappointed office seeker, led to further discussion of the problems of retirement. Surveys of superannuation in the Federal service were made in 1893, 1900, 1902, and 1903; and beginning in 1899 the Civil Service Commission in its annual reports recommended the adoption of a retirement system financed in whole or in part by deductions from employees' salaries. As early as 1900, clerks in Washington had formed a United States Civil Service Retirement Association to work for a retirement act, but they did not unite in advocating a contributory plan until 1917. Passage of the retirement act waited until the period following the World War, when great reductions had to be made in the Federal civil forces.

The Civil Service Retirement Act of 1920 provided contributory old-age benefits for employees in service thereafter. To take care of aged employees in service at the time the act became law, it provided what were essentially old-age pensions for those at or nearing retirement age. Almost 6,000 employees were retired for age on August 20, 1920. Since deductions from salaries were effective August 1, they had contributed only 2½ percent of 20 days' pay. The minimum amount payable to those then retired was \$180 per year, the maximum \$720; the exact amount for any individual depended on salary and length

*Bureau of Research and Statistics, Division of Coordination Studies. The cooperation of the Civil Service Commission in furnishing data for incorporation in this article and in the social insurance series (pp. 92–97) is gratefully acknowledged.

of service. The annuities of employees retiring in the succeeding two decades have been varying combinations of contributory old-age benefits and noncontributory grants.

As now amended, the act provides for compulsory¹ retirement of employees who have attained retirement age and have served at least 15 years, voluntary retirement 2 years before the statutory retirement age for employees with 30 years of service, and disability retirement after 5 years of service. Employees 45 years of age or over who are involuntarily separated from the service (not for cause) after 15 years of service may elect a deferred annuity beginning at the regular retirement age; a reduced annuity beginning at age 55 or at separation, whichever is later; or a refund of total contributions and interest.

The statutory retirement age varies with the occupation of the employee. Those engaged in particularly arduous or hazardous work, such as laborers and mechanics in navy yards, railway mail clerks, and employees who have served 15 years

in the tropics, retire at 62. Letter carriers, post-office clerks, mechanics and laborers other than in navy yards, and employees of the Indian Service at large, except clerks, retire at 65. All other covered employees, comprising the clerical, technical, and administrative groups in the departments and independent establishments, retire at 70.

Coverage

On June 30, 1940, the Civil Service Retirement Act covered approximately 645,000 employees, principally in the classified civil service of the executive branch of the United States Government, but including also regular employees of the District of Columbia municipal government;² certain specified nonclassified Federal employees such as employees of the Library of Congress and of the Architect of the Capitol are also included, as well as unclassified employees "whose tenure of employment is not intermittent or of uncertain duration." Employees in the legislative branch and officers and employees of courts of the United States may be covered by giving written notice of the desire for coverage.

³ Excluding policemen, firemen, and teachers who are covered by special systems.

Table 1.—Employees in the classified civil service, annuitants on the roll of the civil-service retirement system, and average annuity, by department or establishment, June 30, 1940

Department or establishment ¹	Classified civil service, executive branch of Federal Government		Civil-service annuitants							
	Number	Percentage distribu- tion	Number	Percent- age dis- tribution	Sex		Statutory retirement age			Average annuity
					Male	Female	62 years	65 years	70 years	
Total.....	726,827	100.0	62,027	100.0	54,997	7,030	11,355	37,217	13,455	\$965
Post Office Department.....	291,153	40.1	35,398	57.9	33,813	1,585	4,480	27,751	3,167	1,049
Navy Department.....	110,902	15.3	7,597	12.4	7,347	250	5,847	988	762	845
Treasury Department.....	39,277	5.4	4,724	7.7	3,180	1,544	37	1,775	2,912	914
War Department.....	109,195	15.0	4,446	7.3	3,955	491	165	2,994	1,287	812
Interior Department.....	21,148	2.9	2,143	3.5	1,276	867	34	1,285	824	774
Veterans Administration.....	37,831	5.2	1,694	2.8	870	824	5	340	1,349	681
Agriculture Department.....	33,480	4.6	1,598	2.6	1,313	285	705	135	758	982
Government Printing Office.....	5,750	.8	1,171	1.9	882	289	—	1,064	107	998
Commerce Department.....	16,765	2.3	694	1.1	448	246	7	98	589	970
District of Columbia Government.....	—	—	677	(³)	587	90	1	387	289	791
Labor Department.....	2,995	.4	359	.6	298	61	8	63	288	964
General Accounting Office.....	2,213	.3	293	.5	167	126	—	11	282	976
Justice Department.....	9,464	1.3	290	.5	231	59	57	17	216	848
Interstate Commerce Commission.....	2,736	.4	100	.2	91	9	—	—	100	958
Library of Congress.....	—	—	91	(³)	35	56	—	28	63	831
Architect of the Capitol.....	—	—	89	(³)	49	40	—	74	15	667
Smithsonian Institution.....	586	.1	87	.1	66	21	1	40	46	889
State Department.....	1,379	.2	69	.1	44	25	5	1	63	861
Civil Service Commission.....	2,747	.4	43	.1	30	13	1	1	41	1,121
House of Representatives.....	—	—	31	(³)	20	11	—	4	27	681
Judiciary.....	—	—	25	(³)	18	7	1	—	24	1,039
Federal Trade Commission.....	336	(³)	22	(³)	16	6	—	3	19	1,017
Senate.....	—	—	19	(³)	16	3	—	9	10	756
All other.....	38,870	5.3	367	.6	245	122	1	149	217	702

¹ In order of annuitants on the roll.

² Figured on annuitants in the executive branch only, totaling 61,095, for comparability with data on classified civil service.

³ Less than 0.05.

Source: U. S. Civil Service Commission, *57th Annual Report*, fiscal year ended June 30, 1940, p. 136, table 10; *Retirement Report*, fiscal year ended June 30, 1940.

During its first year of operation, more than 300,000 Government workers were brought under the act of 1920. Since that time the number of covered employees has generally increased, though there have been some fluctuations downward at times of reduction of force among civil employees in the 1920's and early 1930's (chart 1). In fact, from 1930 to 1933 the covered group decreased more rapidly than the total service.

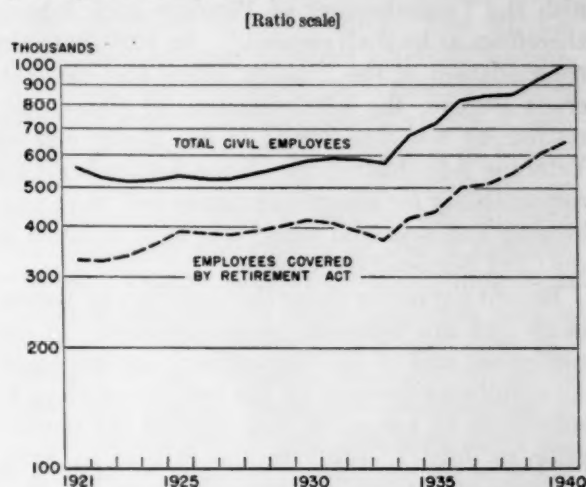
After a year of operation, 58.7 percent of the civil employees in the executive branch of the Government were subject to the retirement act. The percentage covered increased to 72.9 in 1925 and remained above 71 percent through 1930. After 1933, when large numbers of emergency workers were brought into Government service, the percentage of covered workers declined—to 60.3 in 1935. Beginning in 1938 the covered group expanded more rapidly than the total civil service, and the percentage covered increased again—to 64.3 percent in June 1940. Even so, approximately 358,000 civil employees in the executive branch of the Federal Government were not covered by the civil-service retirement system or by the special systems administered separately for other groups of Federal employees.³

About half the employees covered on June 30, 1940, were in the 65-year retirement group, one-third in the 70-year group, and less than one-sixth in the 62-year group.

No data are available concerning the distribution of covered employees by Government departments. In general it parallels the distribution of the classified civil service, shown in table 1 for June 1940. At that time some 80,000 employees in the classified service were not covered by the retirement system. This group included temporary employees in classified positions and employees who failed in noncompetitive examinations when their jobs were classified but continued without status. In some departments there are special groups without retirement status, such as tempo-

³ Separate retirement systems not under the Civil Service Commission have been established for several specified groups of Government employees. The Foreign Service of the State Department, the Examining Division of the Office of the Comptroller of the Currency, employees of the Tennessee Valley Authority and of the Federal Reserve Banks, public school teachers and police and firemen of the District of Columbia, and civilian teachers of the U. S. Naval Academy are protected by special contributory systems. Noncontributory systems provide retired pay for judges of the United States courts, justices of the Supreme Court, and the Hawaiian judiciary; for the employees of the Lighthouse Service (consolidated with the United States Coast Guard); and for members of the various military services, including the Army and Navy Nurse Corps and commissioned officers of the Public Health Service and of the Coast and Geodetic Survey.

Chart 1.—Employees covered by the Civil Service Retirement Act, and total civil employees in the executive branch of the United States Government, fiscal years ended 1921-40



Source: U. S. Civil Service Commission, *Retirement Report*, fiscal year ended June 30, 1940.

rary substitutes in the post-office service and non-civil-service employees from WPA allotments continued in classified positions in the Navy and other departments by special enactment.

Of the classified civil service as of June 30, 1940, more than 290,000 employees, or 40 percent of the total, were Post Office Department employees, and the Navy and War Departments each accounted for approximately 110,000, or 15 percent of the total. Employment in these latter departments is increasing rapidly and is expected to double by the end of the current fiscal year.⁴

In addition to the Civil Service Retirement Act, the Civil Service Commission administers two other retirement acts covering United States citizens employed on the Isthmus of Panama by the Panama Canal or Panama Railroad Company and for those employed in Alaska by the Alaska Railroad. These special acts provide earlier retirement and more liberal annuities to compensate for the special hazards of these employments. The number of employees covered under these two acts has never exceeded 5,600.

Administration and Financing

When the Civil Service Retirement Act became law in 1920, its administration was assigned to the Commissioner of Pensions under the Secretary of

⁴ Flemming, Arthur S., "Emergency Aspects of Civil Service," *Public Administration Review*, Vol. I, No. 1, Autumn 1940, p. 25.

the Interior, while the Civil Service Commission was required to "keep a record of essential information concerning individual service and to furnish the Commissioner of Pensions such reports therefrom as he shall request." In 1930, with the consolidation of the Pension Office and the Veterans Bureau, the administration of civil-service retirement was transferred to the newly created Veterans Administration. Since September 1934 responsibility for administration as well as record-keeping and actuarial work⁵ has been centered in the Civil Service Commission.

Benefit payments under the Civil Service Retirement Act are financed by contributions of the employees and of the Government as employer. All employees covered by the act are required to contribute 3½ percent of their salaries (2½ percent prior to July 1, 1926) to the retirement fund. Deductions are made automatically at the time the salary is paid. In addition, employees may

⁵ Until 1933, the actuarial work was performed by the U. S. Bureau of Efficiency in cooperation with the Board of Actuaries of the civil-service retirement and disability fund and the two related funds.

make optional service-credit deposits, with interest, for service outside the Civil Service Retirement Act which is later included within it by act of Congress or executive order or which is later credited toward retirement because the individual personally obtains a retirement status in a later job. Redeposit of deductions withdrawn by an employee who leaves the service is required, if he returns to service, as a prerequisite to eligibility for retirement benefits. Such redeposits may be made, without interest, on the date he reenters Government service or with compound interest at 4 percent at any time before retirement age.

The Government allowance toward each annuity is determined by the formula for computation of benefits, described below. Although the Civil Service Retirement Act requires no specific Government payments into the retirement fund, the implication of the act is that the Government will make up the difference between the contributions of the employees and the amount needed to maintain the fund, and also that the Government

Table 2.—Receipts, disbursements, and status of the civil-service retirement and disability fund, fiscal years 1921-40

[In thousands]

Fiscal year ended June 30	Receipts				Disbursements				Balance in fund June 30 ¹
	Total ¹	Deduction from pay and service credit deposits ²	Interest	Appropriations	Total ¹	Annuities ³	Refunds ⁴	Adjustments and transfers ⁵	
Total ¹	\$1,157,885	\$537,872	\$152,719	\$467,293	\$604,763	\$508,271	\$95,133	\$1,359	-----
1921.....	12,586	12,524	62	-----	2,914	2,591	323	-----	\$9,673
1922.....	14,682	14,095	587	-----	6,391	4,188	2,203	-----	17,964
1923.....	15,156	14,174	982	-----	7,741	4,964	2,786	9	25,379
1924.....	16,642	15,158	1,485	-----	8,552	5,695	2,857	7	33,409
1925.....	20,029	17,999	2,030	-----	9,028	6,239	2,713	75	44,470
1926.....	20,174	17,969	2,205	-----	10,182	6,767	3,444	28	54,461
1927.....	27,168	24,356	2,813	-----	13,395	9,598	3,862	66	68,235
1928.....	29,503	26,455	3,048	-----	14,752	10,990	3,771	9	82,985
1929.....	52,520	28,123	4,447	19,950	16,063	12,005	4,067	10	119,442
1930.....	55,447	29,048	5,899	20,500	18,126	13,108	5,049	30	156,763
1931.....	58,277	29,944	7,332	21,000	23,992	19,860	4,160	28	191,047
1932.....	61,479	31,890	8,589	21,000	28,938	23,546	3,924	1,468	223,588
1933.....	61,246	30,494	9,762	21,000	34,838	30,048	4,789	-----	249,997
1934.....	60,222	28,703	10,518	21,000	47,657	39,621	8,036	-----	262,562
1935.....	61,912	30,089	10,823	21,000	52,744	46,971	5,773	-----	271,730
1936.....	84,268	32,405	11,713	40,150	56,709	50,243	6,466	-----	299,289
1937.....	94,203	34,990	13,013	46,200	59,132	51,901	7,228	3	334,360
1938.....	127,193	37,322	16,636	73,235	62,476	54,153	8,322	-----	399,077
1939.....	133,497	39,189	19,220	75,087	63,818	56,531	7,287	-----	468,755
1940.....	151,082	42,945	21,565	87,172	67,315	59,252	8,063	-----	553,122

¹ Totals, including balances, are rounded sums of unrounded figures, not sums of rounded figures presented.

² See text, pp. 32-33, for explanation of optional service-credit deposits, mandatory redeposits, and voluntary deposits.

³ Include accrued annuities at death of annuitant, paid to survivors.

⁴ Represent refunds of deposits with interest to separated employees and to designated beneficiaries or estates of employees deceased in active service and refund of unexpended balances of deceased annuitants to their beneficiaries. See also p. 38, table 5, and p. 96, table 4.

⁵ In 1925, item represents accrued interest paid in purchase of bonds; in 1932, transfer to Canal Zone retirement and disability fund of \$1,314,724 deductions and \$153,077 interest of employees placed under the Canal Zone Retirement

Act; in 1937 transfer to Alaska Railroad retirement and disability fund of contributions of Department of Interior employees placed under the Alaska Railroad Retirement Act. Other amounts are minus items for cancellations and repayments; since 1931, cancellations and repayments have been deducted from annuities and refunds.

⁶ Includes \$3,878,280, transferred from appropriations of District of Columbia government, to cover retirement liability for District employees.

⁷ Includes \$246,075 voluntary deposits for purchase of additional annuities and \$246 interest on those deposits under amendment effective Jan. 1, 1940.

Source: U. S. Civil Service Commission, 57th Annual Report, fiscal year ended June 30, 1940, p. 142, table 16.

will meet the accrued liability for service rendered before the system was adopted. The Civil Service Commission is required to submit to the Bureau of the Budget each year "estimates of the appropriations necessary to finance the retirement and disability fund and to continue this act in full force and effect."

Deductions from pay of employees at the 2½-percent rate increased from \$12.5 million in the fiscal year 1920-21 to \$18.0 million in 1925-26 (table 2). At the 3½-percent rate, such deductions have ranged from \$24.4 million in 1926-27 to \$42.9 million in 1939-40, and interest on the deposits has increased to \$21.6 million. Annual disbursements increased from \$2.9 million in 1920-21 to \$67.3 million in 1939-40. Benefits were paid out of employee contributions and interest until the fiscal year 1928-29, when Congress appropriated \$20.0 million to the civil-service retirement and disability fund. Appropriations for the fiscal year 1939-40 totaled \$87.2 million; for the 12 years ended June 30, 1940, \$467.3 million. The balance in the fund has increased from \$9.7 million as of June 30, 1921, to \$553.1 million as of June 30, 1940.

While the fund was set up on an actuarial-reserve basis, it does not have all the assets required for such a basis, because of the fact that appropriations were not made by Congress to meet the deficiency cost, i. e., the cost of accrued liability for service before the act was passed, for which the Government is responsible. According to the latest report of the Board of Actuaries,⁶ the normal cost to support the benefits accruing on account of current service is 6.14 percent of pay roll, 2.64 percent of which is the Government's share. However, the cost due to accrued liability was 5.81 percent of the estimated pay roll on June 30, 1939. Therefore, the total annual Government contribution which the Board of Actuaries recommended was 8.45 percent of pay roll or \$101 million in 1939. It is of interest that the total cost—11.95 percent of pay roll for all employees—varies from 14.75 percent for employees having a normal retirement age of 62, to 8.39 percent for those with a retirement age of 70.

An individual account is maintained for each employee subject to the provisions of the retirement act. The amount deducted from salary,

less a charge of \$1 for each month in the service since July 1, 1930, plus accumulated interest at 4 percent, represents the employee's accumulation for the purchase of an annuity. The \$1 per month, called tontine,⁷ becomes a part of the general civil-service retirement and disability fund from which is paid the Government's share of each annuity, as explained in the discussion of benefit formula below. The employee's accumulations plus interest—but not the tontine—are returned to any employee who resigns or who is removed for cause. Tontine plus accumulated interest is included in the refunds to an employee who is involuntarily separated (not for cause) or to the beneficiary of an employee who dies in active service. No part of employees' contributions is used for administrative expenses; such costs are met from appropriations for salaries and expenses of the Civil Service Commission.

An amendment effective January 1, 1940, provides for voluntary deposits in multiples of \$25, not to exceed 10 percent of total basic salary since August 1, 1920, for the purchase of additional annuity. Such deposits draw interest at 3 percent—1 percent less than the interest on mandatory deductions. The full amount of voluntary deposits and interest is returned to any employee leaving the service. Within the first 6 months of the effective date of this amendment, 450 employees deposited a quarter of a million dollars for this purpose.

The Benefit Formula

Benefits under the Civil Service Retirement Act are heavily weighted in favor of low-paid employees. Under the benefit formula of the 1930 amendments, this result is accomplished mainly by an allowance for each year of service, largely independent of salary, under two different formulas. Plan I is called the purchasable plan, because the Government's allowance for years of service is supplemented by the annuity purchasable with the employee's contributions. An alternative Plan II, called the guaranteed-minimum annuity, was provided to be used whenever it would yield a larger annuity than Plan I. It does not provide a flat rate of annuity, because the

⁶ *Nineteenth Annual Report of the Board of Actuaries of the Civil Service and Disability Fund for the fiscal year ended June 30, 1939*, p. 7.

⁷ The word "tontine" is derived from the name of Lorenzo Tonti, an Italian banker of the 17th century, who developed a system of collective benefits based on the principle of forfeiture to a common fund, with individual profits increasing as the number of survivors diminished and the final survivor taking the whole. The term is not used in the Civil Service Retirement Act.

amount varies at wage levels under \$1,600 per year and with service of less than 30 years.

For an annuitant at retirement age (or at optional retirement with 30 years' service), the purchasable plan allows, as the Government's share, an annuity of \$30 for each year of service ⁸

⁸ The Government allowance for an employee eligible for an annuity covers all years of Federal service, whether classified or otherwise, and whether or not the employee has made voluntary deposits for any period of unclassified service to increase his purchasable annuity.

not exceeding 30 (provided that this portion of the annuity does not exceed three-fourths of the highest average basic annual salary during any 5 consecutive years of service). This basic amount is supplemented by the amount of annuity purchasable with the sum in the employee's individual account, together with interest at 4 percent, compounded annually.

The purchasable annuity varies with the sex

Table 3.—Accumulations of salary deductions and civil-service retirement annuities payable at age 70 on nonforfeiture basis to male employees who entered service on or after July 1, 1930, for specified years of service, by annual salary

Annual salary ¹	Accumulations ² and annuity ³	Years of service							
		15	20	25	30	35	40	45	50
\$1,260	Accumulations.....	\$655.66	\$975.06	\$1,363.66	\$1,836.44	\$2,411.67	\$3,111.51	\$3,962.98	\$4,998.90
	Annuity—Total.....	513.92	695.05	882.94	1,079.02	1,135.10	1,203.32	1,286.33	1,387.32
	Employee.....	63.92	95.05	132.94	179.02	235.10	303.32	386.33	487.32
	Government.....	450.00	600.00	750.00	900.00	900.00	900.00	900.00	900.00
1,440	Accumulations.....	784.33	1,166.41	1,631.27	2,196.85	2,884.96	3,722.15	4,740.72	5,979.97
	Annuity—Total.....	† 540.00	† 720.00	909.02	1,114.16	1,181.24	1,262.85	1,362.15	1,482.96
	Employee.....	76.46	113.71	159.02	214.16	281.24	362.85	462.15	582.96
	Government.....	463.54	606.29	750.00	900.00	900.00	900.00	900.00	900.00
1,620	Accumulations.....	913.00	1,357.77	1,898.89	2,557.25	3,358.25	4,332.78	5,518.45	6,961.01
	Annuity—Total.....	† 600.00	† 800.00	† 1,000.00	† 1,200.00	1,227.38	1,322.38	1,437.96	1,578.39
	Employee.....	89.00	132.36	185.11	249.29	327.38	422.38	537.96	678.59
	Government.....	511.00	667.64	814.89	950.71	900.00	900.00	900.00	900.00
2,000	Accumulations.....	1,184.64	1,761.74	2,463.86	3,318.10	4,357.41	5,621.90	7,160.34	9,032.09
	Annuity—Total.....	† 600.00	† 800.00	† 1,000.00	1,223.46	1,324.78	1,448.05	1,598.02	1,780.49
	Employee.....	115.48	171.74	240.19	323.46	424.78	548.05	698.02	880.49
	Government.....	484.52	628.26	759.81	900.00	900.00	900.00	900.00	900.00
2,600	Accumulations.....	1,613.55	2,399.59	3,355.92	4,519.44	5,935.05	7,657.35	9,752.79	12,302.22
	Annuity—Total.....	607.30	833.92	1,077.15	1,340.58	1,478.58	1,646.47	1,901.50	2,308.56
	Employee.....	157.30	233.92	327.15	440.58	578.58	746.47	950.75	1,199.28
	Government.....	450.00	600.00	750.00	900.00	900.00	900.00	† 950.75	† 1,199.28
3,200	Accumulations.....	2,042.45	3,037.44	4,247.97	5,720.78	7,512.68	9,692.79	12,345.24	15,572.35
	Annuity—Total.....	649.11	896.10	1,164.11	1,457.69	1,632.37	1,889.80	2,406.94	3,036.14
	Employee.....	199.11	296.10	414.11	557.69	732.37	944.90	1,203.47	1,518.07
	Government.....	450.00	600.00	750.00	900.00	900.00	† 944.90	† 1,203.47	† 1,518.07
3,800	Accumulations.....	2,471.36	3,675.28	5,140.03	6,922.12	9,090.31	11,728.24	14,937.69	18,842.48
	Annuity—Total.....	690.92	958.28	1,251.07	1,574.80	1,786.17	2,286.66	2,912.40	3,673.72
	Employee.....	240.92	358.28	501.07	674.80	886.17	1,143.33	1,456.20	1,836.86
	Government.....	450.00	600.00	750.00	900.00	900.00	† 1,143.33	† 1,456.20	† 1,836.86
4,600	Accumulations.....	3,043.23	4,525.75	6,329.44	8,523.91	11,193.82	14,442.17	18,394.30	23,202.65
	Annuity—Total.....	746.67	1,041.19	1,367.02	1,730.95	2,182.46	2,815.78	3,586.34	4,523.82
	Employee.....	296.67	441.19	617.02	830.95	1,091.23	1,407.89	1,793.17	2,261.91
	Government.....	450.00	600.00	750.00	900.00	† 1,091.23	† 1,407.89	† 1,793.17	† 2,261.91
5,600	Accumulations.....	3,758.08	5,588.83	7,816.20	10,526.14	13,823.21	17,834.58	22,715.05	28,652.87
	Annuity—Total.....	816.36	1,144.83	1,523.92	2,052.28	2,695.10	3,477.20	4,428.74	5,586.44
	Employee.....	366.36	544.83	761.96	1,026.14	1,347.55	1,738.60	2,214.37	2,793.22
	Government.....	450.00	600.00	† 761.96	† 1,026.14	† 1,347.55	† 1,738.60	† 2,214.37	† 2,793.22

¹ Fixed salary for entire period of service or equivalent.

² Accumulations are figured at 3½ percent of salary less \$1 a month plus interest at 4 percent, on basis of act as amended May 29, 1930.

³ Employee annuity is figured by factor .0974849 effective Feb. 1, 1940, for age annuities and optional 30-year service retirement. Different factors are used for disability annuities. Comparable annuities for women would be less, because figured by factor .0876271. If employee elects to receive a single life annuity with forfeiture to fund of any balance to his credit at time of death, annuity would be larger.

⁴ Total annuity computed by Plan II, guaranteed-minimum annuity. All other annuities figured under Plan I which gives larger annuities under conditions specified.

⁵ Government annuity, equal to employee's purchasable annuity, according to 1939 amendment.

Source: U. S. Civil Service Commission, Retirement Division, Actuarial Section.

and corresponding life expectancy of the annuitant and with the election of a forfeiture or nonforfeiture type of annuity. For a man with the minimum requirement of 15 years of service (after 1930) and a salary of \$1,260 per year, this formula yields a nonforfeiture annuity at retirement age 70⁹ of \$513.92 (table 3); for a woman, \$507.45; \$450 of each amount is the Government allowance. Since only the purchasable part of the annuity increases with the salary grade, the annuity for a man with 15 years of service and a salary of \$4,600 would be only \$746.67, while for one at the \$5,600 a year level it would be \$816.36. On the other hand, a man who had an annual salary of \$2,000 but who had 30 years' service would be eligible for \$1,223.46 at the time of his retirement.

The weighting of the Government annuity, and hence of the total annuity, for years of service may be seen from the following tabulation of the annuities payable to men retiring at age 70, with approximately the same amount of accumulations for the purchase of annuities, but with varying salary and service records:

Annual salary	Years of service	Total accumulations ¹	Total annuity	Purchasable annuity	Government annuity
\$5,600	15	\$3,758.08	\$816.36	\$366.36	\$450
3,800	20	3,675.28	958.28	358.28	600
2,600	25	3,355.92	1,077.15	327.15	750
2,000	30	3,318.10	1,223.46	323.46	900
1,620	35	3,358.25	1,227.38	327.38	900
1,440	40	3,722.15	1,262.85	362.85	900

¹ Deductions minus tontine plus interest.

The increase in the total annuity for years of service above 30 is slight, because the Government portion of the annuity remains at \$900 for all the employees cited above with 30 years or more of service. However, an amendment effective January 1, 1940, provides that the Government portion of the annuity shall not be less than an amount equal to the employee's purchasable annuity. This amendment affects employees with relatively large salaries, long service, or both (table 3); for example, those with \$2,600 salaries if they have

⁹ The Government annuity is computed similarly for employees in the 65 and 62-year retirement age groups, but the amount of annuity purchased with the employees' own contributions is smaller because of the greater life expectancy at the younger ages. The purchasable annuity is calculated by multiplying the accumulations by the following factors:

62-year group: men, .0796495; women, .0731529;

65-year group: men, .0854628; women, .0778816;

70-year group: men, .0974849; women, .0876271.

If on retirement an employee elects to forfeit to the fund any balance of his accumulations to his credit at the time of his death, the annuity is increased.

had almost 44 years of service or those with salaries of \$5,600 and a little more than 24 years of service. An employee with exactly 30 years of service is not affected unless his salary averaged \$4,954 or more.

Plan II, the guaranteed-minimum annuity plan, allows for each year of service (not exceeding 30) one-fortieth of the highest average annual basic salary (not exceeding \$1,600) received during any 5 consecutive years of service; in other words, a maximum of 30 times \$40. It is this plan which has given many employees with 30 years or more of service and a salary of \$1,600 or more for 5 consecutive years the \$1,200 per year which has been considered the standard civil-service annuity. However, for an employee with the minimum-service requirement of 15 years and a salary of \$1,260, the plan yields only \$472.50—less than Plan I.

Plan II is used whenever it will yield a higher annuity than Plan I. At the lowest salaries, where one-fortieth approaches or is less than the \$30 Government contribution per year under Plan II, Plan I, with its addition of the purchasable annuity, provides more liberal benefits. For salaries of \$1,600 or more, where the \$40 maximum per year of service applies, Plan I will yield more if the purchasable annuity is more than one-third of the Government allowance of \$30 per year of service. However, for salaries of \$1,440 to \$2,000, when the accumulations from years of service are so meager as to make the purchasable annuity small in comparison with the Government allowance, the guaranteed-minimum plan yields a larger annuity (table 3). Most retirements to date have been under Plan II, since the annuity which could be purchased by the accumulations from employee contributions since 1920, usually on only a portion of the employee's Government service, is a relatively small fraction of the annuity granted.

Like the railroad retirement system and many private pension plans, the civil-service retirement system meets the problems of employees who were already in Government service before the establishment of the system by the allowance—up to \$30 under Plan I or up to \$40 under Plan II—for each year of service (up to 30 years), whether before or after the establishment of the system. It makes no provision, however, for the retirement of employees with a short period of service in

covered Federal employment, i. e., employees already of advanced age when they enter Government service.¹⁰ The relatively high minimum-service requirement for retirement on account of age—15 years—and the proportionate weighting of the annuity for years of service are in sharp contrast to the old-age and survivors insurance provisions under the Social Security Act in which prior-service credits¹¹ are not provided and the increment for years of service is a relatively minor fraction of the total annuity.

The formulas used for age annuities under the Civil Service Retirement Act are used in figuring disability benefits for employees who are "totally disabled"¹² for useful and efficient service in the grade or class of position occupied," but only 5 years of service, rather than 15, are required. Obviously the formulas produce small annuities for employees disabled after the minimum length of service—about \$165 under Plan I for entrants after June 30, 1930, with a salary of \$1,260, and \$200 under Plan II, for salaries of \$1,600 to \$3,500.

It is significant to note that these disability benefits are for total disability measured against the specific occupations, and must not be confused with the permanent-total disability requirements "for any gainful work or hire" found in other disability retirement systems.

For employees involuntarily separated from the service after 30 years' employment under a special provision of the Independent Offices Appropriation Act (the so-called Economy Act) effective between June 16, 1933, and July 1, 1935, annuities were computed as in automatic age retirement but reduced by 3½ percent until the annuitant reaches normal retirement age.

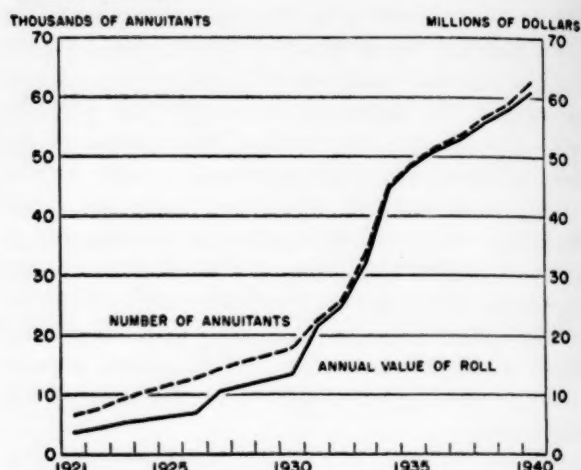
When applied in involuntary separation of employees at least 45 years of age with 15 or more years of service who elect annuities to begin at

¹⁰ The possibility of large numbers of employees reaching retirement age without 15 years of service is eliminated by age limits for entering the classified service, which, however, do not apply to persons with veteran preference.

¹¹ The old-age and survivors insurance formula, which attempts to meet the problem of employees in covered employment before the establishment of old-age insurance by an average-wage formula instead of prior-service credits, would, in the early years of its operation, contribute toward meeting the needs of older workers entering covered employment for the first time. However, as the program matures and the period lengthens during which such workers could have earned wages in covered employment, the reduction in the average wage will reduce the amount of benefits available for workers entering covered employment late in life.

¹² Employees disabled by a work-connected accident may choose between disability benefits under the Civil Service Retirement Act and benefits provided by the Federal Compensation Act of 1916, administered by the United States Employees' Compensation Commission.

Chart 2.—Annuitants on the roll of the three retirement and disability funds administered by the Civil Service Commission, and annual value of the roll, fiscal years ended 1921–40



Source: Table 4.

age 55 or at separation, whichever is later, the formula yields small annuities not only because of the fewer years of service but also because of an adjustment for the longer life expectancy at the earlier retirement age. For instance, a deferred annuity of \$600 at age 70, based on 15 years' service, would yield only \$286.68 per year at age 55.

The Civil Service Retirement Act makes no general provision for survivors' benefits, comparable to those of the old-age and survivors insurance program of the Social Security Act.¹³ In January 1940, a provision for joint and survivor annuities similar to that of the Railroad Retirement Act went into effect. Any employee retiring under the age or 30-year-service provisions may elect at retirement a lower annuity during his lifetime in order that, after his death, his widow or other designated beneficiary may receive an annuity during her lifetime. The amounts payable depend on the life expectancy of the employee at retirement, as well as of the beneficiary, as determined by their age and sex, and also on the choice of a survivor's annuity equal to, or 50 percent of, the employee's annuity. In the first 6 months of its operation, approximately 3.9 percent of the annuitants retired for age or service elected this type of annuity.

An annuitant who has not elected a joint and

¹³ See Bronson, D. C., "Old-Age and Survivors Insurance in Its Relation to Public Employees," *Social Security Bulletin*, Vol. 3, No. 5 (May 1940), pp. 10–16.

survivorship annuity may elect a forfeiture or nonforfeiture annuity. If he elects a nonforfeiture annuity, any unexpended balance of his accumulations is payable to his designated beneficiary or to his estate upon his death. The forfeiture annuity is larger because the annuitant agrees to forfeit to the fund any balance of his accumulations at his death. The Government's share of the annuity is always on a forfeiture basis. When employees die before retirement, lump-sum refunds are made of all their contributions plus interest.

Growth of the Retirement Roll

During the first decade of the operation of the Civil Service Retirement Act, the retirement roll grew slowly (chart 2). At the end of the first year of operation (June 1921) 6,500 retired civil employees were drawing benefits at the rate of \$3.7 million per year. By June 1930 annuitants had increased to 17,800, and the annual amount payable, to \$13.5 million. After the liberalization of the retirement law by the 1930 amendments, the increase was more rapid. By June 1940, the number of annuitants had increased to

62,000; the annual value of the roll to \$59.9 million (table 4).

Total disbursements for monthly benefits under the Civil Service Retirement Act during the 20 years were \$508.3 million (table 2). Disbursements of \$4.7 million from the Canal Zone retirement and disability fund and of \$210,000 from the Alaska Railroad retirement and disability fund increase the total annuity payments to \$513.2 million.

Between 1921 and 1940, \$95.1 million was returned to employees leaving the service or to survivors of deceased employees or annuitants under the civil-service retirement plan, \$95.9 million under the three plans administered by the Civil Service Commission. More than half a million employees withdrew their deposits upon leaving the service and lost the rights which they had been accumulating for old-age and disability benefits. A small proportion of these workers replaced their deposits upon returning to classified Federal employment.

During the 5 fiscal years 1935-36 to 1939-40 for which data on amounts of refunds are separable (table 5), more than 75,500 employees who were

Table 4.—Annuitants on the roll of the three retirement and disability funds administered by the Civil Service Commission and annual value of the roll, June 30, 1921-40

Year	Annuitants on the roll														Annual value of the roll (in thousands)			
	Total				Civil Service				Canal Zone				Alaska Railroad					
	Total	Age ¹	Disability	Involuntary separation ²	Total	Age ³	Disability	Involuntary separation ²	Total	Age ⁴	Disability	Involuntary separation ²	Total ⁵	Age	Total	Civil Service	Canal Zone	Alaska Railroad
1921.....	6,471	5,947	524	-----	6,471	5,947	524	-----	-----	-----	-----	-----	-----	-----	\$3,678	\$3,678	-----	-----
1922.....	7,576	6,667	909	-----	7,576	6,667	909	-----	-----	-----	-----	-----	-----	-----	4,277	4,277	-----	-----
1923.....	9,334	7,994	1,340	-----	9,334	7,994	1,340	-----	-----	-----	-----	-----	-----	-----	5,149	5,149	-----	-----
1924.....	10,548	8,895	1,653	-----	10,548	8,895	1,653	-----	-----	-----	-----	-----	-----	-----	5,762	5,762	-----	-----
1925.....	11,689	9,741	1,948	-----	11,689	9,741	1,948	-----	-----	-----	-----	-----	-----	-----	6,366	6,366	-----	-----
1926.....	12,524	10,277	2,247	-----	12,524	10,277	2,247	-----	-----	-----	-----	-----	-----	-----	6,833	6,833	-----	-----
1927.....	14,119	11,353	2,766	-----	14,119	11,353	2,766	-----	-----	-----	-----	-----	-----	-----	10,185	10,185	-----	-----
1928.....	15,383	12,173	3,210	-----	15,383	12,173	3,210	-----	-----	-----	-----	-----	-----	-----	11,290	11,290	-----	-----
1929.....	16,501	12,924	3,577	-----	16,501	12,924	3,577	-----	-----	-----	-----	-----	-----	-----	12,315	12,315	-----	-----
1930.....	17,768	12,504	3,994	1,270	17,768	12,504	3,994	1,270	-----	-----	-----	-----	-----	-----	13,493	13,493	-----	-----
1931.....	22,650	16,329	4,947	1,374	22,650	16,329	4,947	1,374	-----	-----	-----	-----	-----	-----	21,563	21,563	-----	-----
1932.....	25,724	18,299	6,016	1,409	25,567	18,190	5,973	1,404	157	109	43	5	-----	-----	24,632	24,425	\$207	-----
1933.....	33,083	24,189	7,344	1,550	32,835	24,015	7,281	1,539	248	174	63	11	-----	-----	32,019	31,691	328	-----
1934.....	45,040	34,119	9,042	1,879	44,708	33,906	8,941	1,861	332	213	101	18	-----	-----	44,691	44,256	435	-----
1935.....	49,031	37,021	9,994	2,016	48,665	36,782	9,886	1,997	366	239	108	19	-----	-----	48,564	48,082	482	-----
1936.....	51,608	38,594	10,998	2,016	51,206	38,331	10,877	1,998	402	263	121	18	-----	-----	50,958	50,427	531	-----
1937.....	53,796	39,576	12,180	2,040	53,306	39,241	12,044	2,021	458	305	135	18	32	30	52,921	52,282	602	\$37
1938.....	56,685	41,118	13,486	2,081	56,130	40,740	13,340	2,050	507	338	139	30	48	40	55,620	54,887	682	51
1939.....	59,022	42,471	14,481	2,070	58,385	42,041	14,315	2,029	578	383	155	40	59	47	57,909	57,074	776	59
1940.....	62,706	45,177	15,471	2,058	62,027	44,714	15,294	2,019	611	409	164	38	58	54	60,766	59,879	820	67

¹ See footnotes 3 and 4.

² After 15 years or more of service and at least 45 years of age.

³ Includes involuntary separation, 1921-30; voluntary retirement after 30 years' service, 1931-40; and involuntary retirement after 30 years' service, 1934-40.

⁴ Includes voluntary and involuntary retirement after 30 years' service and voluntary retirement after 25 years' service.

⁵ Difference between total and age annuitants represents disability annuitants except for 1 involuntary separation each year.

Source: U. S. Civil Service Commission, 57th Annual Report, fiscal year ended June 30, 1940, pp. 143, 145, 146, tables 18, 20, 22.

Table 5.—Refunds from the three retirement and disability funds administered by the Civil Service Commission, fiscal years 1935-36 through 1939-40¹

Fund and type of refund	Number	Total amount (in thousands)	Average amount ²
Total.....	101,147	\$37,894	
To separated employees.....	73,513	15,283	\$202
Civil Service.....	74,530	15,023	202
Canal Zone.....	607	235	387
Alaska Railroad.....	376	25	65
To survivors of deceased employees.....	³ 14,912	15,745	1,056
Civil Service.....	14,791	15,581	1,053
Canal Zone.....	103	159	1,542
Alaska Railroad.....	18	5	290
To survivors of deceased annuitants.....	³ 10,722	6,867	640
Civil Service.....	10,621	6,762	637
Canal Zone.....	89	94	1,055
Alaska Railroad.....	12	10	850

¹ Data for Alaska Railroad retirement and disability fund cover only 4 years 1936-37 through 1939-40, complete period of operation.

² Computed from unrounded data.

³ Number of employees or annuitants with respect to whom payments were made, not number of beneficiaries receiving payments.

Source: Unpublished data from the Actuary of the Retirement Division of the Civil Service Commission. See also p. 96, table 4.

separated from employment withdrew deposits exceeding \$15 million, or an average of \$202. Almost 15,000 employees died while in active service. Their contributions to the retirement fund, paid to their survivors, also exceeded \$15 million, or an average of \$1,056. Almost 11,000 annuitants died with an unexpended balance of accumulations in the retirement fund. The amount paid to their survivors totaled almost \$7 million, or an average of \$640. Table 5 shows separately the refunds reported for the three systems administered by the Civil Service Commission. The total amounts paid from the Canal Zone and Alaska Railroad retirement funds are small, but the variations in average payments are significant. The higher salaries of Canal Zone employees are reflected in the higher average amounts paid with respect to such employees, while the short period of service covered by the Alaska Railroad Retirement Act is reflected in lower average amounts paid with respect to employees under that act.

Characteristics of Annuitants

The annuitants on the roll June 30, 1940, are a cross section of Government employees who have retired between 1920 and 1940. Their average number of years on the roll was 6.3; the largest number of annuitants and the median annuitant had been on the roll 6 years. Their ages (averag-

ing 67.8) varied from 26 for the youngest disability annuitant to 120 for the oldest age annuitant. Their service averaged 27.3 years; it varied from 5 years to 64 years; and it began as early as 1868 or as recently as 1935.

The majority of the annuitants were men, and in the 65-year retirement age group (table 6). More than 57 percent of the total annuitants and more than 61 percent of the men on the roll were former Post Office Department employees (table 1). Almost four-fifths of these 35,000 Post Office annuitants were letter carriers or post-office clerks, laborers, and mechanics, who are automatically retired at age 65 if they have had 15 years' service or optionally at age 63 if they have had 30 years or more of service; another eighth were railway postal clerks, who retire at age 62. The next largest percentage—12.2—of the total annuitants were Navy Department employees, principally navy-yard mechanics and laborers in the 62-year retirement group. Only 8 other departments or establishments accounted for as much as 1 percent of

Table 6.—Number and percentage distribution of civil-service annuitants on the roll, by sex, statutory age of retirement, and cause of retirement, June 30, 1940

Sex and statutory age of retirement	Total	Cause of retirement				
		Age	Retirement after 30 years' service		Disability	Involuntary separation ³
			Voluntary ¹	Involuntary ²		
Total.....	62,027	30,216	6,318	8,180	15,294	2,019
Total, men.....	54,997	27,795	5,951	7,665	11,874	1,712
62 years.....	11,234	7,204	1,274	511	1,958	287
65 years.....	34,270	16,047	3,990	6,132	7,244	857
70 years.....	9,493	4,544	687	1,022	2,672	568
Total, women.....	7,030	2,421	367	515	3,420	307
62 years.....	121	67	5	0	48	1
65 years.....	2,947	1,176	175	183	1,289	124
70 years.....	3,962	1,178	187	332	2,083	182
Percentage distribution by cause of retirement						
Total.....	100.0	48.7	10.2	13.2	24.7	3.2
Total, men.....	100.0	50.6	10.8	13.9	21.6	3.1
62 years.....	100.0	64.1	11.3	4.6	17.4	2.6
65 years.....	100.0	46.8	11.7	17.9	21.1	2.5
70 years.....	100.0	47.9	7.2	10.8	28.1	6.0
Total, women.....	100.0	34.4	5.2	7.3	48.7	4.4
62 years.....	100.0	55.4	4.1	0	39.7	.8
65 years.....	100.0	39.9	5.9	6.2	43.8	4.2
70 years.....	100.0	29.7	4.7	8.4	52.6	4.6

¹ Within 2 years of retirement age.

² Regardless of age; effective 1933-35 only.

³ After 15 years or more of service and at least 45 years of age.

Source: U. S. Civil Service Commission, *Retirement Report*, fiscal year ended June 30, 1940.

the total number on the roll, and only 4 additional agencies had as many as 100 annuitants.

The percentage distribution of the annuitants by department or establishment does not parallel the percentage distribution of employees in the classified service (table 1). Compare, for instance, the Post Office Department, with 40 percent of the classified covered employees and 57 percent of the annuitants, and the War Department, with 15 percent of the employees and 7 percent of the annuitants; or the "all other agencies," including the newer agencies, with 5.3 percent of the classified workers and 0.6 percent of the annuitants. Such differences may be explained in terms of the date at which an agency was established or periods of intensive hiring or lay-offs which influence the number of qualified employees reaching retirement age in future years, as well as the different statutory retirement ages for particular groups predominating in the various agencies.

The relationship between statutory retirement age, sex, and cause of retirement is shown in table 6. The differences between men and women in distribution by reason for retirement are largely influenced by the differences in retirement age for their occupational groups. The majority of the men—62.3 percent—were in the 65-year statutory age group; the majority of the women—56.4 percent—were in the 70-year age group. Thus for the men there is more likelihood than for the women that the individual's state of health will permit working until the normal retirement age.

Almost one-fourth of the 62,000 individuals on the roll June 30, 1940, were disability annuitants. However, the proportion of disability annuitants varies greatly as between men and women and among the statutory retirement age groups. The higher the normal retirement age, the larger the proportion of employees retiring on account of the mental or physical disabilities of senescence prior to reaching retirement age.¹⁴ Among the men, the proportion of disability annuitants varied from one-sixth for the 62-year group to almost three-tenths for the 70-year group. Almost half of the women on the roll were retired for disability, but less than two-fifths of those in the 62-year group and only slightly more than two-fifths of those in the 65-year group were retired for this reason.

¹⁴ See Altmeyer, A. J., "Social Security for Permanently Disabled Workers," *Social Security Bulletin*, Vol. 4, No. 3 (March 1941), pp. 3-10.

Similarly, the lower the retirement age, the larger the proportion of employees who are able to work until retirement age. While less than one-half of all annuitants were retired on account of age, almost two-thirds of the 62-year age group were retired for this cause. One-tenth of the annuitants but only one-twentieth of the women had taken advantage of the opportunity to retire 2 years before the regular retirement age which is available to employees with 30 years or more of service. These voluntary retirements are essentially age retirements, since all employees covered were within 2 years of the statutory retirement age. They bring the total age retirements close to 60 percent of the total. Only 3 percent of the total annuitants represent involuntary separations of employees 45 years of age or over with 15 or more years of service, who elected monthly payments instead of cash refunds. However, 13 percent of all annuitants on the roll June 30, 1940, had been retired under the temporary provision effective 1933-35, for involuntary retirement of employees with 30 years or more of service, regardless of age. These annuitants were largely letter carriers and post-office clerks in the 65-year group. The table suggests, however, that this provision, like the disability provision, was used to retire employees whose normal retirement age was not adjusted to their individual working capacity.

Average Amount of Annuity

Under the original act of 1920, which set a maximum annuity of \$720, the average annuity varied from \$568 in 1921 to \$545 in 1925. After the amendment of July 3, 1926, which raised the maximum to \$999.96, the average annuity rose to \$721 in 1927 and to \$759 in 1930. With the present annuity formula, in force since 1930, the average has been as low as \$952 in 1931 and as high as \$990 in 1934. The average as of June 30, 1940, was \$965.

In table 7, the distribution of annuitants on the roll as of June 30, 1940, by amount of annuity is shown in \$100 intervals by cause of retirement. The effect of the guaranteed-minimum formula is clearly shown; more than one-third of all annuitants and more than nine-tenths of those retiring voluntarily with 30 years or more of service receive exactly \$1,200, the amount yielded under this formula for 30 years or more of service at a salary of \$1,600 or more.

Table 7.—Number of civil-service annuitants on the roll, by amount of annuity and cause of retirement, June 30, 1940

Amount of annuity ¹	Total	Cause of retirement				
		Age	Retirement after 30 years' service		Disability	Involuntary separation ⁴
			Voluntary ²	Involuntary ³		
Total.....	62,027	30,216	6,318	8,180	15,294	2,019
Less than \$100.....	41	39	0	0	2	0
100-199.....	298	160	0	1	133	4
200-299.....	990	225	1	0	627	137
300-399.....	1,666	289	3	0	932	442
400-499.....	2,327	647	1	1	1,258	420
500-599.....	3,525	1,682	1	1	1,478	363
600-699.....	4,807	2,905	0	1	1,652	249
700-799.....	3,965	2,226	1	5	1,559	174
800-899.....	3,834	2,349	14	21	1,344	106
900-999.....	3,742	2,367	64	79	1,167	65
1,000-1,099.....	4,215	2,752	90	75	1,248	50
1,100-1,199.....	9,691	3,412	140	4,859	1,273	7
1,200.....	21,943	10,638	5,743	3,031	2,529	2
1,201-1,299.....	908	459	255	106	88	0
1,300-1,399.....	50	44	3	0	3	0
1,400-1,499.....	19	17	1	0	1	0
1,500-1,599.....	4	4	0	0	0	0
1,600-1,699.....	1	0	1	0	0	0
1,900-1,999.....	1	1	0	0	0	0
Average annuity.....	\$965	\$973	\$1,194	\$1,170	\$803	\$538

¹ To nearest dollar.

² Within 2 years of retirement age.

³ Regardless of age; effective 1933-35 only.

⁴ After 15 years or more of service and at least 45 years of age.

Source: U. S. Civil Service Commission, *Retirement Report*, fiscal year ended June 30, 1940.

A distribution of annuitants on the roll by years of service shows clearly the effect of length of service, especially service up to 30 years, on the amount of annuity. The average annuity of those retired on account of disability after 5-9 years' service is only \$282; after 10-14 years, \$473. In contrast, the average annuity of all types based on 25-29 years of service is \$1,035, and for the three 5-year groups 30-44, \$1,167. The distribution of length of service by sex and by type of annuity (table 8) shows that most classes of annuitants with 25 or more years of service have average annuities of \$1,000 or more. As would be expected, because of the reductions made for annuities beginning between age 55 and retirement age, the average for employees involuntarily separated from the service after age 45 is appreciably lower than for other types of annuities.

While the average annuity for women (\$772) is 22 percent less than the average for men (\$990), the difference is largely the result of the fact that their average service is 16 percent less. For most groups, the average annuity for women is only 5 to 10 percent less than the average for men with the same length of service. The benefit formula,

weighted in favor of lower-salaried employees, reduces the effect of the women's lower average salaries.

Table 8 calls attention to the extremely long service of some annuitants. Even in the so-called "30-year-service group," 37 percent of the men and 50 percent of the women who retired voluntarily before retirement age had had 35 years or more of service; 2 percent of the men and 8 percent of the women had worked for the Government 45 years or more. While disability annuitants may retire with as little as 5 years' service and 24 percent had less than 15 years, 22 percent of the men and 13 percent of the women had had 30 years or more of Government service. Although most of the annuitants who were separated involuntarily after age 45 had had between 15 and 29 years of service, more than 11 percent of the men and 10 percent of the women in this group had had 30 years or more of service. A few had worked 45 years or more but had not reached the optional retirement age.

The effect of years of service on the size of annuities is understated by the data in table 8, since many of these annuitants had service before 1920, which is reflected only in the Government annuity and not in the annuity purchasable with the employee's contributions. Table 3, on the other hand, overstates the effect of years of service on the size of annuities granted to date, since the annuities are figured on a rate of contribution in effect only since 1930.

The increasing range of benefits reflects in part the influence of the accumulation of contributions. The highest annuity granted in 1938 was \$1,546; in 1939, \$1,651; in 1940, \$1,900. In spite of the addition of a few annuitants at higher annuities, the average annuity in 1940 is lower than the average in recent years because of the retirement of a considerable number of low-salaried fourth-class postmasters, who first became eligible for annuity benefits on February 1, 1940.

Proposals for Changes

Some of the limitations of the protection provided by the civil-service retirement plan have already been mentioned: (1) the exclusion of large numbers of Federal workers not protected by any special retirement plan; (2) the heavy minimum-service requirements for age retirement; (3) the limited survivors' benefits provided; and (4) the

frequent dissipation of rights through return of deposits when employees leave the service.

The operation of the latter two factors is now being emphasized by the increasing shift of employees under the impetus of the defense program. In addition to the migration of professional employees from State and city to Federal employment, defense activities are drawing into the navy yards and arsenals of the country many employees previously covered by Federal old-age and survivors insurance. Many will not remain in Federal employment long enough to acquire retirement rights under the Civil Service Retirement Act, while their rights to old-age and survivors insurance under the Social Security Act diminish or vanish with the passage of time.

Various proposals to bridge this gulf between the various systems are now being studied.¹⁵

The diverse retirement ages provided for different groups of civil-service employees have long been recognized as creating substantial complications. The establishment of the retirement age of 65 under the Social Security and the Railroad Retirement Acts challenges the equity of the statutory 70-year retirement (68 with 30 years of service) for one-third of the Federal employees

¹⁵ In an article on Personnel Administration in the Seventh Decade, Leonard D. White, formerly a Civil Service Commissioner, calls attention to the movement of city and State personnel to the Federal Government and the limitation on such movement "if public retirement systems are widely inaugurated which fail to permit the transfer of pension accruals. The anticipated spread of pension plans, a necessary step forward, need not curtail freedom of movement if they are properly constructed, but will unless care is taken." *Public Personnel Review*, April 1940, pp. 1-9. See also Bronson, op. cit.

Table 8.—Number of civil-service annuitants on the roll and average annuity, by sex, years of service, and cause of retirement, June 30, 1940

Years of service at retirement	Total		Cause of retirement									
			Age		Retirement after 30 years' service				Disability		Involuntary separation ¹	
					Voluntary ¹		Involuntary ¹					
	Number	Average annuity	Number	Average annuity	Number	Average annuity	Number	Average annuity	Number	Average annuity	Number	Average annuity
Men annuitants												
Total.....	54,997	\$990	27,795	\$990	5,951	\$1,194	7,665	\$1,171	11,874	\$834	1,712	\$552
5-9.....	940	287							940	287		
10-14.....	1,730	475							1,730	475		
15-19.....	8,231	623	5,290	629					2,272	668	669	424
20-24.....	6,960	836	4,400	855					2,085	865	475	530
25-29.....	8,767	1,049	6,169	1,061					2,229	1,074	369	684
30-34.....	17,591	1,171	5,290	1,165	3,717	1,193	6,503	1,169	1,929	1,183	152	780
35-39.....	6,203	1,174	3,393	1,164	1,403	1,196	855	1,182	518	1,183	34	816
40-44.....	3,404	1,171	2,304	1,161	679	1,197	279	1,191	132	1,184	10	900
45-49.....	959	1,160	765	1,152	129	1,204	26	1,185	37	1,184	2	791
50-54.....	191	1,126	163	1,114	23	1,205	2	1,200	2	1,200	1	1,035
55-59.....	20	1,042	20	1,042	0		0		0		0	
60-64.....	1	1,143	1	1,143	0		0		0		0	
Average service.....	27.8		28.2		34.2		32.0		21.8		22.2	
Women annuitants												
Total.....	7,030	\$772	2,421	\$779	367	\$1,178	515	\$1,149	3,420	\$696	307	\$456
5-9.....	323	268							323	268		
10-14.....	698	467							698	467		
15-19.....	1,975	593	778	573					1,037	643	160	372
20-24.....	1,169	737	513	715					882	791	74	457
25-29.....	779	886	414	848					323	970	42	622
30-34.....	1,100	1,098	294	978	182	1,171	321	1,147	288	1,142	15	664
35-39.....	536	1,096	191	1,016	90	1,176	139	1,142	104	1,159	12	688
40-44.....	278	1,116	118	1,048	66	1,191	46	1,175	45	1,162	3	577
45-49.....	138	1,111	87	1,068	22	1,196	9	1,184	19	1,193	1	732
50-54.....	29	1,063	21	1,010	7	1,205	0		1	1,200	0	
55-59.....	5	772	5	772	0		0		0		0	
Average service.....	23.4		25.5		36.0		34.2		19.1		20.9	

¹ Within 2 years of retirement age.

² Regardless of age; effective 1933-35 only.

³ After 15 years or more of service and at least 45 years of age.

Source: U. S. Civil Service Commission, *Retirement Report*, fiscal year ended June 30, 1940.

covered by the Civil Service Retirement Act.

In its annual report for the fiscal year ended June 30, 1940, the Civil Service Commission stated, "The most important recommendation heretofore made by the Commission is that for a uniform compulsory retirement age of 70 after 15 years' service and a uniform optional retirement age of 60 after 30 years' service or 62 after 15 years' service. The optional provision should be available to the Government as well as to the employee." Similar proposals, but with optional retirement "standardized at age 60 after 15 or more years of service," were made by a subcommittee of the President's Committee on Civil Service Improvement in its report of February 1941, with endorsement by the Committee, which urged favorable consideration by the Congress.

The subcommittee called attention to the "importance of the provision of a retirement system which will have the effect of assisting to retain in the service of the Government able professional men, scientists, and administrators, and which will at the same time make certain their retirement when they have passed the height of their powers." Such a provision would offset to some extent the present weighting of the benefit formula in favor of the lower-paid worker. The subcommittee points out that the proportion of final pay allowable as an annuity under the present retirement act to annuitants whose rate of remuneration is more than \$2,400 at the time of retirement varies from 18 to 25 percent. Believing "that this proportion is not in accordance with the in-

terest of the public service in attracting and holding the high quality of professional, scientific, and administrative employees needed in the Government service," the subcommittee recommended that an annuity to an employee with 40 years of service should be not less than half the highest average salary for any 5 consecutive years, with a proportional minimum allowance for employees having less than 40 years of service. It recommended also that disability annuities be liberalized by the allowance of 10 years' service credit for all employees retired for disability with 5 to 10 years of service. To finance these additional benefits it was recommended that the employee contribution rate of 3½ percent be increased to 4½ percent, with a further increase for employees earning more than \$3,120 per year.

In the first 2 months of the 77th Congress, 1941, 13 bills to amend the Civil Service Retirement Act were introduced. Of these, 5 proposed reducing, and in general standardizing, the retirement age. Others proposed extending coverage to groups which are now excluded; providing survivors' benefits for widows of employees and of annuitants; permitting employees who are separated from the service 5 years before becoming eligible for retirement to retain their retirement rights by continuing to make contributions until they are eligible for an annuity; providing deferred annuities for persons separated from the service after 5 years' employment; and liberalizing the law in other ways, with or without a corresponding increase in employee contributions.

PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE · DIVISIONS OF
OPERATING STATISTICS AND ANALYSIS AND PROGRAM STATISTICS AND RESEARCH

Administrative Costs of Special Types of Public Assistance by Level of Government, 1939

Under the Social Security Act, the Federal Government makes grants-in-aid for old-age assistance, aid to dependent children, and aid to the blind, and the States and localities administer the programs. In many States the counties or other political subdivisions administer the programs locally, and State responsibility is limited to supervision and the establishment of policies, standards, and procedures. In other States the programs are administered locally through branch offices of the State public assistance agency or occasionally directly from the central office. Costs of administering these types of public assistance, therefore, are incurred at three separate levels—Federal, State, and local. Costs incurred at the Federal, State, and local levels should not be confused with costs borne by the Federal, State, and local governments. For example, operating costs incurred at the local level may be paid from Federal, State, and/or local funds.

The present analysis of administrative costs is directed toward determining (1) the proportions of total administrative cost incurred at the Federal, State, and local levels, respectively, in relation to the functions performed at each level, and (2) relative costs incurred for State supervision and local operation in the several States. For the latter analysis, State supervisory costs are defined to include expenditures incurred at the State level for the State public assistance agencies which supervise administration by local political subdivisions and for those which administer programs directly through branch offices. The division of costs between State and local offices is analyzed further to determine differences in this ratio among programs (a) between States which administer the programs directly and those which supervise local operation, and (b) between programs which are administered separately and those which are administered with other programs on an integrated basis.

Relative Costs of Federal Administration of Grants, State Supervision, and Local Operation

Public assistance under the Social Security Act is the joint responsibility of the Federal, State, and local governments. At the Federal level, administrative expenses are incurred by the Social Security Board in executing its responsibilities under the Social Security Act. The Board authorizes Federal grants to States whose plans and administration meet the requirements of the Social Security Act. The operation of each State plan is reviewed by the Board to ensure continuing conformity to the purposes and requirements of the Federal-State program. In addition, the Board makes technical advisory services available to States on request.

Administration of the public assistance provisions of the Social Security Act is primarily the responsibility of the Bureau of Public Assistance of the Social Security Board, which works in collaboration with offices charged with special aspects of the program, such as legal counsel, auditing, personnel, administration, and public information. Administrative expenses incurred

Table 1.—Total cost of administration for special types of public assistance, by governmental level, 1939

Governmental level ¹	Amount	Percent
All levels.....	\$43,518,000	100.0
Federal.....	² 2,409,000	5.5
State.....	7,506,000	17.3
Local.....	33,603,000	77.2

¹ Not source of funds.

² Data for fiscal year ended June 30, 1939.

for public assistance by the central and regional offices of the Social Security Board ¹ amounted in 1939 to \$2.4 million, or 5.5 percent of total ad-

¹ Include administrative costs of the Bureau of Public Assistance and a proper share of costs of other Bureaus and offices, chargeable to public assistance.

ministrative costs incurred at all levels (table 1).

The Social Security Act requires that an approved State plan² provide for the establishment or designation of a single State agency to administer directly or to supervise operation by local agencies. States which have delegated responsibility to local units incur administrative costs for supervising local administration. States which directly administer public assistance incur costs both for operation at the local level and for super-

¹ Data in present and following discussions represent costs for all programs administered under plans approved by the Social Security Board in the continental United States and for 1 program, aid to the blind in Pennsylvania, administered under State law without Federal participation.

Table 2.—Old-age assistance: Expenditures for administration of State and local offices, by State, 1939

[Data reported by State agencies, corrected to Oct. 25, 1940]

[In thousands]

State	Total	State office ¹		Local offices ¹	
		Amount	Percent	Amount	Percent
Total ²	\$28,781.3	\$5,348.1	18.6	\$23,433.3	81.4
Arizona.....	102.5	25.0	24.4	77.5	75.6
California.....	43,194.8	627.1	19.6	2,567.7	80.4
Colorado.....	707.5	82.2	11.6	625.3	88.4
Connecticut.....	236.5	102.2	43.2	134.3	56.8
Florida.....	468.6	58.9	12.6	409.7	87.4
Georgia.....	456.7	129.8	28.4	326.9	71.6
Idaho.....	116.8	34.1	29.2	82.6	70.8
Illinois.....	1,459.5	320.8	22.0	1,138.8	78.0
Indiana.....	797.6	109.9	13.8	687.7	86.2
Iowa.....	4,625.4	265.1	50.5	200.3	49.5
Kansas.....	429.0	87.3	13.3	371.8	86.7
Kentucky.....	454.6	125.1	23.1	416.5	76.9
Louisiana.....	797.3	182.0	22.8	615.3	77.2
Maine.....	425.4	50.9	20.2	201.5	79.8
Maryland.....	320.5	32.7	10.2	287.7	89.8
Michigan.....	4,816.0	255.0	31.3	560.9	68.7
Minnesota.....	4,697.6	49.5	7.1	648.1	92.9
Missouri.....	754.6	170.5	22.6	584.0	77.4
Montana.....	137.1	50.4	36.7	86.7	63.3
Nebraska.....	4,321.8	77.7	24.1	244.1	75.9
New Hampshire.....	91.2	18.0	19.8	73.1	80.2
New Jersey.....	728.0	50.6	6.9	677.4	93.1
New York.....	3,582.0	243.3	7.2	3,138.7	92.8
North Carolina.....	4,275.1	35.6	13.0	239.5	87.0
North Dakota.....	132.2	48.3	36.6	83.8	63.4
Ohio.....	4,131.6	228.9	17.2	1,102.7	82.8
Oklahoma.....	4,708.6	205.3	29.0	503.3	71.0
Oregon.....	4,186.9	53.3	28.5	133.7	71.5
Pennsylvania.....	2,444.8	440.9	18.0	2,003.9	82.0
South Carolina.....	232.5	65.8	28.3	166.7	71.7
South Dakota.....	203.0	40.6	20.0	162.3	80.0
Tennessee.....	383.4	100.4	26.2	283.0	73.8
Texas.....	942.2	210.0	22.3	732.2	77.7
Utah.....	4,276.1	52.3	18.9	223.8	81.1
Washington.....	4,667.5	134.5	20.2	532.9	79.8
West Virginia.....	420.4	78.2	18.6	342.2	81.4
Wisconsin.....	574.9	72.8	12.7	502.0	87.3
Wyoming.....	44.6	10.6	23.8	33.9	76.2
Other States ³	2,622.8	452.4	17.3	2,170.4	82.7

¹ Data represent expenditures incurred for State office and field supervision of branch offices or local agencies.

² Data represent expenditures incurred for branch offices where program is State-administered, and for local agencies where program is administered by minor civil divisions of State.

³ All amounts are rounded; therefore totals may differ slightly from sums of rounded amounts. Percentage distributions are based on unrounded data.

⁴ Estimated from data for 6-month period.

⁵ Distribution between State and local offices estimated.

⁶ Data represent estimates for 11 States: Alabama, Arkansas, Delaware, District of Columbia, Massachusetts, Mississippi, Nevada, New Mexico, Rhode Island, Vermont, and Virginia.

vision, at the State level, of local operation. During 1939, State agencies of both types expended \$7.5 million for supervision of local offices. These supervisory costs amounted to 17.3 percent of total administrative costs incurred at all three governmental levels.

For the most part, costs incurred at the State level are incurred for supervising local agencies or branch offices of the State agency. Some State office costs, however, such as the cost of writing and distributing checks, are direct operating costs ordinarily incurred at the local level; in many States this operating function may be performed at the State level because it is more efficiently and economically discharged by a central unit. In general, State agencies incur expenses for the

Table 3.—Aid to dependent children: Expenditures for administration of State and local offices, by State, 1939

[Data reported by State agencies, corrected to Oct. 25, 1940]

[In thousands]

State	Total	State office ¹		Local offices ¹	
		Amount	Percent	Amount	Percent
Total ²	\$10,776.1	\$1,706.3	15.8	\$9,069.8	84.2
Arizona.....	66.9	16.2	24.3	50.7	75.7
California.....	4,102.3	193.7	18.9	832.6	81.1
Colorado.....	86.6	10.1	11.6	76.5	88.4
Florida.....	138.6	17.1	12.4	121.5	87.6
Georgia.....	144.7	49.0	33.9	95.7	66.1
Idaho.....	65.3	16.4	25.1	48.9	74.9
Indiana.....	454.4	73.4	16.2	381.0	83.8
Kansas.....	159.1	25.0	15.7	134.1	84.3
Louisiana.....	874.4	199.1	22.8	675.3	77.2
Maryland.....	361.6	32.7	9.0	328.9	91.0
Michigan.....	4,630.6	32.8	5.2	597.8	94.8
Minnesota.....	4,227.7	17.8	7.8	209.9	92.2
Missouri.....	140.1	31.1	22.2	109.0	77.8
Montana.....	50.1	19.8	39.5	30.4	60.5
Nebraska.....	4,105.8	23.8	22.5	82.1	77.5
New Hampshire.....	9.0	2.5	28.0	6.5	72.0
New York.....	1,342.1	70.8	5.9	1,262.3	94.1
North Carolina.....	4,143.0	18.5	13.0	124.4	87.0
North Dakota.....	78.0	33.6	43.1	44.4	56.9
Ohio.....	532.4	82.5	15.5	449.9	84.5
Oklahoma.....	188.5	55.4	29.4	133.1	70.6
Oregon.....	4,62.5	21.6	34.6	40.8	65.4
Pennsylvania.....	1,373.5	215.2	15.7	1,158.4	84.3
South Carolina.....	89.1	25.0	28.1	64.1	71.9
Tennessee.....	218.4	57.1	26.1	161.3	73.9
Utah.....	4,105.6	20.0	19.0	85.6	81.0
Vermont.....	4,9.1	2.8	31.1	6.3	68.9
Washington.....	4,188.2	33.2	17.7	155.0	82.3
West Virginia.....	198.6	39.1	19.7	159.5	80.3
Wisconsin.....	236.9	37.6	15.9	199.3	84.1
Wyoming.....	18.5	4.4	24.0	14.1	76.0
Other States ³	1,450.2	219.7	15.2	1,230.5	84.8

¹ Data represent expenditures incurred for State office and field supervision of branch offices or local agencies.

² Data represent expenditures incurred for branch offices where program is State-administered, and for local agencies where program is administered by minor civil divisions of State.

³ All amounts are rounded; therefore totals may differ slightly from sums of rounded amounts. Percentage distributions are based on unrounded data.

⁴ Estimated from data for 6-month period.

⁵ Distribution between State and local offices estimated.

⁶ Data represent estimates for 10 States: Alabama, Arkansas, Delaware, District of Columbia, Massachusetts, New Jersey, New Mexico, Rhode Island, and Virginia.

following purposes in supervising local offices: developing policies and prescribing standards of assistance, services, and administration; formulating rules and regulations and preparing manuals of procedures and methods; providing field and consultative services to local agencies for interpretation of policies, rules, regulations, procedures, and methods and for review and supervision of local activities; allocating or distributing State funds for public assistance among local units; and establishing and maintaining statistical and financial controls over local operation by means of reporting and accounting systems.

Local agencies or local offices of State agencies deal directly with applicants and recipients of public assistance. Usually, these agencies are responsible for establishing original and continuing eligibility for public assistance, including the determination of amounts of assistance and provision of services incident to financial assistance. In addition to expenses of the visiting staff, costs are incurred for supervision and for stenographic and clerical services. Local agencies incur expenses for performing the following types of activities in administering public assistance: receiving and investigating applications for public assistance and determining the amount to be granted in accordance with standards, policies, and procedures established by the State agency; reviewing the continuing eligibility of recipients and determining changes in amounts of assistance; providing services to applicants and recipients incident to financial assistance; establishing and maintaining case records, correspondence on cases, statistical and financial reports, and records. In 1939 the cost incurred for local operation of public assistance by agencies in minor civil divisions of the State amounted to \$33.6 million, or 77.2 percent of the total administrative expenses at Federal, State, and local levels.

Relative Costs of State Supervision and Local Operation

Almost 95 percent of total administrative costs for public assistance is incurred at the State and local levels (table 1). Data for individual States, however, indicate considerable variations among the States in the ratio of State to local office expense. Data for groups of States with common characteristics selected for purposes of analysis throw considerable light on the specific factors

which account for these variations among States.

Actual data on relative costs incurred for administration at the State and local levels of 38 programs for old-age assistance, 31 programs for aid to dependent children, and 34 programs for aid to the blind in 40 States appear in tables 2, 3, and 4, respectively. Estimates for the remaining programs were based on these data and are included in each table in order to provide totals for all States.

In the average State, approximately one-fifth of total administrative costs are incurred at the State level, but with a wide range among States.—According to data available for 103 programs, State

Table 4.—Aid to the blind: Expenditures for administration of State and local offices, by State, 1939

[Data reported by State agencies, corrected to Oct. 25, 1940]

[In thousands]

State	Total	State office ¹		Local offices ²	
		Amount	Percent	Amount	Percent
Total ³	\$1,552.3	\$452.1	29.1	\$1,100.2	70.9
Arizona.....	5.6	1.4	24.2	4.2	75.8
California.....	237.1	68.5	28.9	168.5	71.1
Colorado.....	12.8	1.5	11.6	11.4	88.4
Connecticut.....	4.8	1.1	22.5	3.7	77.5
Florida.....	36.0	7.8	21.7	28.2	78.3
Georgia.....	28.7	9.2	32.2	19.5	67.8
Idaho.....	5.8	2.2	38.3	3.6	61.7
Indiana.....	81.6	42.6	52.1	39.1	47.9
Iowa.....	25.9	17.4	67.1	8.5	32.9
Kansas.....	46.9	22.5	48.0	24.4	52.0
Louisiana.....	24.3	5.5	22.7	18.8	77.3
Maine.....	10.5	5.5	52.6	5.0	47.4
Maryland.....	22.2	1.6	7.4	20.6	92.6
Michigan.....	33.2	1.7	5.2	31.5	94.8
Minnesota.....	37.0	18.2	49.2	18.8	50.8
Montana.....	8.6	5.7	66.6	2.9	33.4
Nebraska.....	7.6	2.4	32.0	5.2	68.0
New Hampshire.....	3.8	1.4	37.1	2.4	62.9
New York.....	138.7	17.0	12.2	121.7	87.8
North Carolina.....	58.1	22.1	38.0	36.1	62.0
North Dakota.....	4.4	2.4	53.8	2.0	46.2
Ohio.....	96.4	38.3	39.7	58.2	60.3
Oklahoma.....	24.2	11.0	45.2	13.3	54.8
Oregon.....	7.2	2.1	28.5	5.1	71.5
Pennsylvania ⁴	375.4	84.3	22.5	291.1	77.5
South Carolina.....	14.3	4.0	28.1	10.3	71.9
South Dakota.....	3.1	.9	28.3	2.2	71.7
Tennessee.....	16.6	4.4	26.2	12.3	73.8
Utah.....	5.4	1.0	18.5	4.4	81.5
Virginia.....	34.6	18.0	52.2	16.5	47.8
Washington.....	23.2	5.1	22.1	18.0	77.9
West Virginia.....	27.5	5.0	18.3	22.5	81.7
Wisconsin.....	28.1	4.1	14.6	24.0	85.4
Wyoming.....	4.6	1.1	24.4	3.5	75.6
Other States ⁷	58.2	15.2	26.1	43.0	73.9

¹ Data represent expenditures incurred for State office and field supervision of branch offices or local agencies.

² Data represent expenditures incurred for branch offices where program is State-administered, and for local agencies where program is administered by minor civil divisions of State.

³ All amounts are rounded; therefore totals may differ slightly from sums of rounded amounts. Percentage distributions are based on unrounded data.

⁴ Estimated from data for 6-month period.

⁵ Distribution between State and local offices estimated.

⁶ Not under Social Security Act.

⁷ Data represent estimates for 9 States: Alabama, Arkansas, District of Columbia, Massachusetts, Mississippi, New Jersey, New Mexico, Rhode Island, and Vermont.

costs range from 5 to 67 percent of combined administrative costs of State and local offices with a marked concentration between 15 and 25 percent. From one-fifth to one-fourth of total administrative costs, on the average, are incurred for State offices, the median percent being 22.7.

For 19 programs, State office costs were 35 percent or more of total costs. The distribution of programs according to the percent of State office to the combined State and local office costs of administering public assistance in 1939 was as follows:

State office costs as percent of total administrative costs	Number of programs
Total.....	103
5-14.9.....	22
15-24.9.....	40
25-34.9.....	22
35-44.9.....	9
45-54.9.....	8
55 and over.....	2

The ratio of State to State and local office costs is considerably higher for aid to the blind than for the other two programs.—Nine of the 10 programs with State office costs in excess of 45 percent of total administrative costs are programs for aid to the blind. State office costs generally comprise a higher percent of State-local costs of administering aid to the blind. The distribution of States according to the percent of State office to total administrative cost for each program was as follows for 1939:

State office costs as percent of total administrative costs	Number of States		
	Old-age assistance	Aid to dependent children	Aid to the blind
Total.....	38	31	34
5-14.9.....	10	7	5
15-24.9.....	17	14	9
25-34.9.....	7	8	7
35-44.9.....	3	2	4
45-54.9.....	1	0	7
55 and over.....	0	0	2

In more than half the States, State office expense for aid to the blind was more than 25 percent of total administrative costs. State office expenses for old-age assistance and aid to dependent children, on the other hand, reached this proportion in less than one-third of the States. These differences among programs are reflected in the median percentages of State office to total administrative costs, which are 28.4 for aid to the blind and 21.1

and 19.7 for old-age assistance and aid to dependent children, respectively.

The ratio of State to State and local office costs is higher in States which finance almost all local operating costs than in other States.—States which administer public assistance directly through branch offices or which have considerable control over the direction of personnel of county agencies generally expend a larger share of their administrative costs at the State level. Conversely, it appears that States which exercise relatively less authority over local operation have lower ratios of State to State and local office costs. A distribution of programs according to the percent of State office to total administrative costs and by the extent of State financing of local costs for 1939 was as follows:

State office costs as percent of total administrative costs	Number of programs for which local operating costs were—	
	Financed with 90 percent or more from State funds	Financed with less than 90 percent from State funds
Total.....	60	43
5-14.9.....	2	20
15-24.9.....	29	11
25-34.9.....	21	1
35-44.9.....	3	6
45-54.9.....	4	4
55 and over.....	1	1

Thus, in States in which local operating costs were entirely or largely financed from State funds, 24.4 percent represented the median percent of total administrative costs comprised by State office costs. The median percent for other States was only 15.7. In the first group of States, State office costs were 15 percent or more for all but 2 of the 60 programs included; in the second group of States, this situation obtained for only slightly more than half of the 43 programs included.

Several reasons may account for the higher ratio of State office costs in States in which 90 percent or more of local costs are financed by the State agency. The State office usually has more authority over local operation of such programs and, consequently, expends relatively more funds for supervision. Functions ordinarily performed by local offices frequently are assumed by the State office because of economies in centralized operation of such functions. For example, preparation of assistance checks and maintenance of

necessary accounting records by the State office permit economies in machine operation. Centralization of this type is more difficult where local agencies have considerable autonomy in operation of public assistance. It is more common for the State office to review individual case decisions of local offices when the State finances local operating costs entirely or in large measure. The cost of such review also raises the ratio of State to local office costs. Similarly, centralized statistical recording and preparation of reports increases State office costs in relation to local costs.

State office costs appear higher in relation to total costs for administration of aid to the blind by independent agencies.—In the States in which aid to the blind is administered or supervised by an independent agency, the ratio of State to local office costs is higher than for States in which this program is administered and supervised by an integrated agency.³ Thus, 4 States with independent agencies for aid to the blind at the State level had percentages of State to total State-local costs of 38.0, 39.7, 52.2, and 52.6 percent as com-

³ Agencies jointly administering 2 or more public assistance, relief, and related welfare programs with relatively little or no differentiation of staff by program.

pared with the average of 27.1 percent for 30 States in which the program was administered and supervised on an integrated basis.

When the program for aid to the blind is administered in conjunction with other programs, the same administrative and field staffs and social service, accounting, statistical, and other units work on a combination of programs administered by the agency; the cost of maintaining the staffs and units is divided among all the programs. When an independent agency administers aid to the blind, it usually maintains and bears the entire cost of separate staffs and facilitating units. As a result, administrative costs may be greater for an independent than for an integrated agency.

The range among the States in the ratio of State to State and local costs and the diverse influences affecting the ratios emphasize the need for considering the relationship of State to local costs in relation to supervisory and facilitating services rendered by the State agency. It should not be assumed that standards of supervision are equivalent for two State agencies because their supervisory costs bear a similar relationship to local operating costs.

Expenditures per Inhabitant for Public Assistance and Federal Work Programs, 1940

Comparisons among the States of total payments to recipients of public assistance and earnings of persons employed under Federal work programs cannot readily be made because of the marked differences in the size of State populations. To facilitate such comparisons for 1940, total expenditures (table 6) are expressed in terms of the amount spent per inhabitant for each type of assistance and earnings (table 5). These rates are useful in considering the relative costs of providing assistance and earnings under the public assistance and Federal work programs in the various States.

In 1940, expenditures per inhabitant for total assistance and earnings ranged from \$10.01 in Virginia to \$35.85 in Colorado, with a median rate of \$20.08. State rates for the assistance programs combined—the three special types of

public assistance, general relief, and subsistence payments by the Farm Security Administration—ranged from \$1.23 in Mississippi to \$18.75 in Colorado, with a median rate of \$7.37. Expenditure rates for the various types of work-program earnings combined, exclusive of earnings on regular Federal construction projects, also differed markedly, but the range from \$7.65 in Iowa to \$21.52 in the District of Columbia was not as great as that in the combined assistance rates. The median State rate for earnings was \$13.35.

Marked differences in State patterns are also reflected in the proportion which expenditures per inhabitant for assistance comprise of amounts spent per inhabitant for total assistance and earnings. This ratio varied from 9.6 percent in Arkansas to 59.4 percent in California, with a median of 36.7 percent.

Table 5.—Public assistance and Federal work programs: Amount per inhabitant ¹ of assistance and earnings in the continental United States, by State, calendar year 1940 ²

State	Total ³	Assistance to recipients			Earnings of persons employed under Federal work programs							Earnings on regular Federal construction projects ⁴
		Total	Special types of public assistance and general relief ⁵	Subsistence payments certified by the Farm Security Administration	Total	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds		
							Student work program	Out-of-school work program				
Total.....	\$20.71	\$8.01	\$7.87	\$0.14	\$12.70	\$1.64	\$0.20	\$0.50	\$9.64	\$0.72	\$3.91	
Alabama.....	13.28	1.94	1.24	.70	11.34	2.48	.19	.53	7.69	.45	4.51	
Arizona.....	24.98	10.32	8.75	1.57	14.66	3.71	.27	.44	9.92	.32	4.27	
Arkansas.....	15.30	1.47	1.41	.06	13.83	3.79	.16	.52	9.15	.21	1.98	
California.....	28.80	17.12	16.83	.29	11.68	.96	.23	.39	9.65	.45	3.56	
Colorado.....	35.85	18.75	18.14	.61	17.10	1.89	.28	.55	12.81	1.57	3.01	
Connecticut.....	16.92	6.99	6.99	(⁶)	9.93	.77	.12	.43	7.68	.93	4.73	
Delaware.....	11.88	3.39	3.36	.03	8.49	1.10	.12	.45	6.74	.08	5.27	
District of Columbia.....	24.73	3.21	3.21		21.52	.98	.24	.41	13.29	6.60	33.88	
Florida.....	17.74	4.24	3.87	.37	13.50	1.86	.15	.46	10.65	.38	8.05	
Georgia.....	12.12	1.75	1.49	.26	10.37	2.31	.20	.50	7.12	.24	2.43	
Idaho.....	21.86	7.71	7.27	.44	14.15	1.59	.28	.71	11.42	.15	2.09	
Illinois.....	26.97	10.82	10.81	.01	16.15	1.37	.20	.50	12.37	1.71	1.58	
Indiana.....	20.08	7.90	7.89	.01	12.18	1.25	.20	.43	9.46	.84	2.43	
Iowa.....	15.75	8.10	8.09	.01	7.65	.93	.21	.53	5.80	.18	1.13	
Kansas.....	18.49	7.24	6.90	.34	11.25	1.65	.29	.58	8.41	.32	1.62	
Kentucky.....	12.76	2.14	2.07	.07	10.62	1.79	.17	.44	7.82	.40	3.46	
Louisiana.....	14.93	4.58	4.53	.05	10.35	2.14	.21	.54	7.10	.36	6.01	
Maine.....	17.07	8.67	8.61	.06	8.40	1.65	.16	.84	5.46	.29	5.71	
Maryland.....	13.36	5.04	5.02	.02	8.32	1.02	.15	.40	5.46	1.29	5.39	
Massachusetts.....	30.19	13.50	13.50	(⁶)	16.69	1.37	.18	.48	14.12	.64	9.29	
Michigan.....	19.78	7.51	7.49	.02	12.27	1.29	.20	.48	10.08	.22	1.63	
Minnesota.....	24.25	10.90	10.81	.09	13.35	1.95	.22	.49	10.30	.39	.98	
Mississippi.....	12.08	1.23	1.04	.19	10.85	2.46	.17	.52	7.37	.33	4.19	
Missouri.....	21.90	7.00	6.87	.13	14.90	2.23	.20	.46	11.69	.32	1.64	
Montana.....	28.03	9.34	7.67	1.67	18.69	2.84	.29	.54	13.76	1.26	6.77	
Nebraska.....	23.41	7.79	7.19	.60	15.62	1.72	.26	.50	11.90	1.24	2.08	
Nevada.....	21.70	7.90	7.86	.04	13.80	2.26	.20	.48	10.56	.30	17.66	
New Hampshire.....	19.41	7.90	7.88	.02	11.51	.97	.17	.62	9.38	.37	17.35	
New Jersey.....	20.58	6.03	6.02	.01	14.55	1.29	.15	.47	11.72	.92	8.30	
New Mexico.....	23.76	4.28	3.09	1.19	19.48	3.58	.20	.72	14.01	.97	3.36	
New York.....	23.09	12.13	12.12	.01	11.56	.95	.20	.48	8.82	1.11	2.43	
North Carolina.....	10.71	2.08	1.97	.11	8.63	1.62	.20	.51	6.13	.17	2.90	
North Dakota.....	21.96	6.06	5.41	.65	15.90	3.47	.39	.77	11.13	.14	1.27	
Ohio.....	23.28	8.62	8.61	.01	14.66	1.40	.19	.39	11.98	.70	1.22	
Oklahoma.....	23.35	8.80	8.50	.30	14.55	3.41	.30	.75	9.26	.83	1.34	
Oregon.....	19.16	7.37	7.24	.13	11.79	1.43	.21	.35	9.36	.44	4.37	
Pennsylvania.....	25.16	11.00	10.99	.01	14.16	1.42	.19	.48	11.01	1.06	3.61	
Rhode Island.....	23.28	8.14	8.14	(⁶)	15.14	1.16	.18	.54	12.01	1.25	14.71	
South Carolina.....	16.22	1.57	1.44	.13	14.65	2.21	.21	.51	10.44	1.28	5.51	
South Dakota.....	25.43	9.91	7.22	2.69	15.52	3.20	.41	.65	11.14	.12	1.99	
Tennessee.....	12.79	2.95	2.91	.04	9.84	2.20	.20	.46	6.66	.32	5.43	
Texas.....	12.94	2.76	2.62	.14	10.18	2.08	.22	.58	7.08	.22	3.35	
Utah.....	28.86	12.12	11.91	.21	16.74	1.55	.46	.67	13.24	.82	2.65	
Vermont.....	14.05	5.17	5.14	.03	8.88	.90	.22	.44	7.29	.03	1.40	
Virginia.....	10.01	1.47	1.43	.04	8.54	2.05	.20	.50	5.14	.65	10.13	
Washington.....	24.71	9.07	8.84	.23	15.64	1.09	.23	.51	11.45	1.76	12.59	
West Virginia.....	17.13	3.58	3.53	.05	13.55	1.95	.19	.69	10.53	.19	1.34	
Wisconsin.....	22.80	10.11	10.03	.08	12.69	1.50	.24	.53	10.12	.30	.54	
Wyoming.....	18.76	6.95	6.21	.74	11.81	1.95	.20	.47	8.57	.62	7.93	

¹ Computed from unrounded data; based on total population as of Apr. 1, 1940, from the U. S. Bureau of the Census.

² See footnotes to table 7.

³ Earnings on regular Federal construction projects excluded from total assistance and earnings.

⁴ For detail by program, see the Bulletin, March 1941, p. 39, table 1.

⁵ Less than 1 cent.

Table 6.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, calendar year 1940¹

[In thousands]

State	Total ²	Assistance to recipients				Earnings of persons employed under Federal work programs						Earnings on regular Federal construction projects ³
		Total	Special types of public assistance and general relief ⁴	Subsistence payments certified by the Farm Security Administration		Total	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds	
								Student work program	Out-of-school work program			
Total ⁴	\$2,724,504	\$1,051,997	\$1,033,742	\$18,255	\$1,672,507	\$215,844	\$26,847	\$65,211	\$1,209,188	\$95,417	\$514,564	
Alabama.....	37,596	5,499	3,520	1,979	32,097	7,025	536	1,490	21,775	1,271	12,785	
Arizona.....	12,470	5,150	4,368	782	7,320	1,854	132	219	4,955	160	2,133	
Arkansas.....	29,840	2,850	2,737	113	26,990	7,388	316	1,023	17,844	419	3,859	
California.....	198,982	118,294	116,283	2,011	80,688	6,650	1,597	2,665	66,671	3,105	38,403	
Colorado.....	40,281	21,062	20,372	690	19,219	2,128	319	613	14,392	1,767	3,877	
Connecticut.....	28,917	11,944	11,943	1	16,973	1,311	208	738	13,132	1,584	3,077	
Delaware.....	3,164	903	896	7	2,261	293	31	119	1,796	22	1,405	
District of Columbia.....	16,395	2,126	2,126		14,269	649	162	271	8,812	4,375	22,468	
Florida.....	33,656	8,051	7,340	711	25,605	3,531	288	864	20,207	715	15,270	
Georgia.....	37,832	5,447	4,632	815	32,385	7,201	621	1,574	22,248	741	7,594	
Idaho.....	11,466	4,044	3,813	231	7,422	832	145	373	5,995	77	1,097	
Illinois.....	212,964	85,481	85,369	112	127,483	10,807	1,552	3,959	97,687	13,478	12,465	
Indiana.....	68,812	27,090	27,058	32	41,722	4,278	691	1,460	32,422	2,871	3,341	
Iowa.....	40,000	20,570	20,537	33	19,430	2,352	544	1,352	14,725	457	2,877	
Kansas.....	33,332	13,045	12,433	612	20,287	2,973	527	1,053	15,155	579	2,926	
Kentucky.....	36,312	6,115	5,906	209	30,197	5,080	475	1,239	22,265	1,138	9,840	
Louisiana.....	35,281	10,833	10,707	126	24,448	5,048	506	1,266	16,781	847	14,216	
Maine.....	14,457	7,341	7,292	49	7,116	1,396	135	715	4,627	243	4,838	
Maryland.....	24,304	9,165	9,133	32	15,139	1,861	269	722	9,945	2,342	9,825	
Massachusetts.....	130,360	58,286	58,281	5	72,074	5,933	790	2,066	60,968	2,317	40,100	
Michigan.....	103,978	39,476	39,366	110	64,502	6,784	1,042	2,498	52,999	1,179	8,549	
Minnesota.....	67,714	30,436	30,196	240	37,278	5,434	609	1,382	28,773	1,080	2,741	
Mississippi.....	26,399	2,705	2,291	414	23,694	5,377	375	1,130	16,098	714	9,158	
Missouri.....	82,843	26,464	25,981	483	56,379	8,453	742	1,732	44,253	1,199	6,225	
Montana.....	15,688	5,228	4,294	934	10,460	1,588	165	304	7,696	707	3,786	
Nebraska.....	30,816	10,261	9,472	789	20,555	2,269	345	656	15,659	1,626	2,740	
Nevada.....	2,393	872	867	5	1,521	249	22	53	1,164	33	1,947	
New Hampshire.....	9,546	3,881	3,871	10	5,665	479	85	304	4,613	184	8,530	
New Jersey.....	85,554	25,058	25,035	23	60,496	5,352	609	1,945	48,758	3,832	34,543	
New Mexico.....	12,642	2,277	1,644	633	10,365	1,906	108	383	7,452	516	1,786	
New York.....	319,172	163,576	163,481	95	155,596	12,747	2,682	6,424	118,842	14,901	32,758	
North Carolina.....	38,177	7,386	7,002	384	30,791	5,771	707	1,816	21,887	610	10,349	
North Dakota.....	14,096	3,892	3,473	419	10,204	2,228	249	494	7,143	90	814	
Ohio.....	160,875	59,595	59,526	69	101,280	9,676	1,337	2,687	82,749	4,831	8,414	
Oklahoma.....	54,519	20,547	19,854	693	33,972	7,976	692	1,749	21,627	1,028	3,128	
Oregon.....	20,883	8,029	7,892	137	12,854	1,561	225	382	10,203	483	4,760	
Pennsylvania.....	249,147	109,011	108,906	105	140,136	14,051	1,834	4,757	108,996	10,498	35,718	
Rhode Island.....	16,610	5,810	5,808	2	10,800	826	132	386	8,564	892	10,493	
South Carolina.....	30,781	2,972	2,724	248	27,809	4,192	390	970	19,830	2,427	10,461	
South Dakota.....	16,353	6,375	4,646	1,729	9,978	2,058	261	420	7,162	77	1,281	
Tennessee.....	37,302	8,613	8,504	109	28,689	6,415	571	1,354	19,412	937	15,836	
Texas.....	83,033	17,731	16,812	919	65,302	13,352	1,383	3,721	45,431	1,415	21,473	
Utah.....	15,882	6,666	6,552	114	9,216	855	253	367	7,287	454	1,461	
Vermont.....	5,049	1,858	1,848	10	3,191	323	80	159	2,618	11	502	
Virginia.....	26,828	3,943	3,831	112	22,885	5,481	537	1,352	13,764	1,751	27,129	
Washington.....	42,935	15,759	15,360	399	27,176	2,939	397	889	19,888	3,063	21,853	
West Virginia.....	32,589	6,823	6,732	91	25,766	3,704	356	1,321	20,030	355	2,553	
Wisconsin.....	71,563	31,712	31,469	243	39,851	4,730	764	1,677	31,738	952	1,683	
Wyoming.....	4,708	1,745	1,559	186	2,963	488	51	118	2,150	156	1,987	

¹ See footnotes to table 7.

² Earnings on regular Federal construction projects excluded from total assistance and earnings.

³ For detail by program, see the Bulletin, March 1941, p. 39, table 1.

⁴ Represents sum of rounded data.

⁵ Includes \$8,000 not reported by State.

Statistics for the United States, February 1941

Total assistance and earnings less than in January and considerably below February 1940.—In February 1941, total expenditures for public assistance and earnings in the continental United States amounted to \$215.4 million, a decrease of 3.1 percent from January and 13.3 percent from the previous year (table 7). Payments in February are estimated to have benefited 5.4 million households including 15.0 million persons—0.2 and 0.3 percent less, respectively, than in January (table 8). Smaller amounts were expended in February 1941 than in February 1940 for all programs except the three special types of public assistance and the National Youth Administration.

Federal Work Programs and FSA Payments

WPA and other emergency Federal agency projects decreased from January; FSA, CCC, and NYA increased.—Total earnings on projects of the Work Projects Administration decreased 9.1 per-

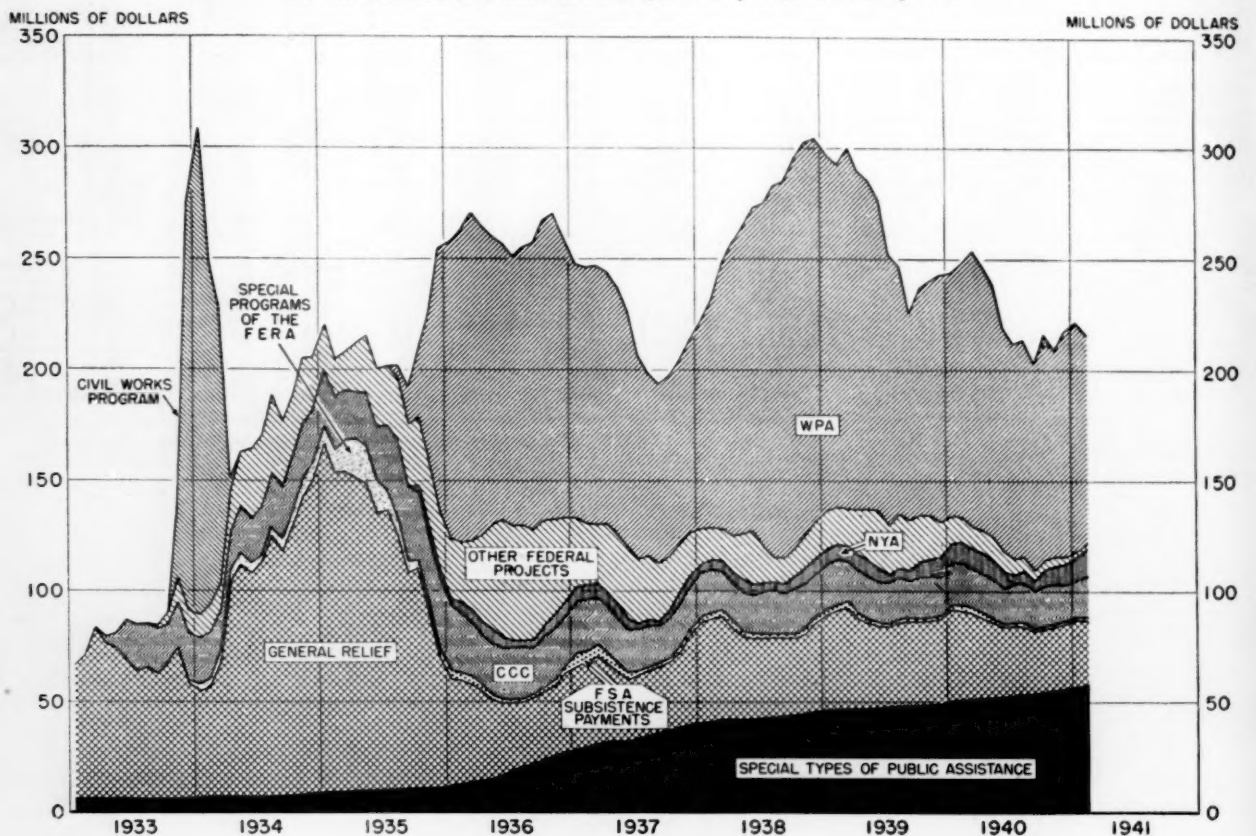
cent to \$94.1 million in February; the number employed decreased 0.4 percent to 1.9 million. Federal agency projects financed from emergency funds declined 1.0 percent and the number employed, 5.6 percent. Civilian Conservation Corps earnings increased 6.1 percent to \$18.2 million and the number enrolled, 6.1 percent to 274,000. Earnings under the student work program of the NYA were 14.7 percent larger than in January, and the number employed, 3.6 percent greater; the out-of-school work program rose 16.6 percent in earnings and 15.0 percent in employment. Subsistence payments by the Farm Security Administration increased 11.1 percent.

Food stamp plan.—Data on the food stamp plan administered by the U. S. Department of Agriculture are presented in table 9.

Special Types of Public Assistance

Total payments for each program continued to

Chart 1.—Public assistance and Federal work programs: Payments to recipients and earnings of persons employed in the continental United States, January 1933–February 1941



rise in February with largest increase for aid to dependent children.—In February, payments for the three special types of public assistance in the continental United States, Alaska, and Hawaii totaled \$58.2 million, an increase of 2.4 percent from January and 14.7 percent from February 1940. Payments for aid to dependent children increased 7.3 percent over the amount for January; old-age assistance was greater by 1.1 percent and aid to the blind, by 0.1 percent. Of total payments to recipients, more than 98 percent—\$57.2 million—was expended in States with plans approved by the Social Security Board. The remaining \$1.0 million represented payments under State laws without Federal participation.

In 43 States with plans approved by the Social Security Board and making payments for the month, aid to dependent children totaling \$12.9 million was paid to 371,000 families in behalf of 899,000 children. These totals were larger than

in the previous month by 7.5 percent for payments and 1.8 percent for both families and children (table 12). A plan for aid to dependent children in Mississippi was approved by the Social Security Board as of January 1, 1941, but no payments were made for January or February.

In February, old-age assistance payments amounted to \$43.1 million, paid to 2.1 million recipients. The 1.1-percent increase from January in payments for old-age assistance was accompanied by a rise of 0.3 percent in the number of recipients (table 11). In 43 States with plans for aid to the blind approved by the Social Security Board, increases from January of 0.3 percent in the number of recipients and 0.4 percent in the amount of payments resulted in totals of 49,000 recipients and \$1.2 million in February (table 13).

In States with plans approved by the Social Security Board, the number of recipients of old-age assistance in February 1941 was 8.0 percent

Table 7.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by month, February 1940–February 1941¹

[In thousands]

Year and month	Total ¹	Assistance to recipients					Earnings of persons employed under Federal work programs ²					Earnings on regular Federal construction projects ¹¹
		Special types of public assistance ³			General relief ⁴	Subsistence payments certified by the Farm Security Administration ⁵	Civilian Conservation Corps ⁷	National Youth Administration ⁶		Work Projects Administration ⁸	Other Federal agency projects financed from emergency funds ¹⁰	
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program			
1940												
February	\$248,557	\$38,525	\$10,513	\$1,783	\$40,422	\$2,293	\$19,605	\$3,114	\$6,138	\$115,032	\$11,132	\$24,075
March	253,749	38,322	10,721	1,793	39,085	2,805	17,479	3,266	6,251	124,363	9,664	25,243
April	247,888	38,493	10,839	1,800	36,680	2,500	18,051	3,370	5,932	119,959	10,264	30,088
May	239,265	38,661	10,892	1,803	34,273	2,144	17,908	3,427	5,554	114,339	10,264	34,038
June	218,913	39,200	10,982	1,822	31,376	1,516	15,872	2,314	5,708	100,419	9,704	36,016
July	212,067	39,643	11,090	1,818	32,155	637	18,137	2	3,407	97,086	8,092	39,176
August	213,497	39,943	11,223	1,832	31,659	940	19,022	4	4,759	97,333	6,782	43,517
September	203,219	40,034	11,328	1,829	28,505	732	16,828	106	4,822	93,507	5,528	46,833
October	216,199	40,864	11,558	1,847	29,226	811	18,479	2,236	4,911	101,784	4,483	55,904
November	209,062	41,306	11,718	1,847	28,911	831	18,725	3,064	5,450	93,312	3,898	69,010
December	217,759	41,855	11,989	1,861	29,566	1,037	16,314	3,109	6,463	102,285	2,980	85,897
1941												
January	222,262	42,521	12,295	1,862	30,561	1,455	17,110	2,757	7,901	103,514	2,286	103,028
February	215,435	42,998	13,191	1,865	28,893	1,617	18,152	3,161	9,216	94,080	2,262	113,377

¹ Data are partly estimated and subject to revision. Exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. For January 1933–January 1940, see the Bulletin, February 1941, pp. 66–68.

² Data exclude earnings on regular Federal construction projects. See footnote 11.

³ Data represent payments from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation. Exclude cost of hospitalization and burial and, beginning with September 1940, of medical care.

⁴ Data exclude cost of hospitalization and burial and, beginning with September 1940, of medical care.

⁵ Data from the FSA; represent net amount of emergency grant vouchers certified to cases and value of commodities purchased by the FSA and distributed during month.

⁶ Data represent earnings of persons certified as in need and earnings of all other persons employed on projects operated under specified programs. Data for the CCC include earnings of enrolled persons only.

⁷ Data estimated by the CCC by multiplying average monthly number

of persons enrolled by average of \$66.25 for each month. Average amount is based on amount of obligations incurred for cash allowances, for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

⁸ Data from the NYA; represent earnings during all pay-roll periods ended during month.

⁹ Data from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA and earnings of persons employed on Federal agency projects financed by transfer of WPA funds; cover all pay-roll periods ended during month.

¹⁰ Data from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on projects of Federal agencies, other than the CCC, NYA, and WPA, financed in whole or in part from emergency Federal funds; cover all pay-roll periods ended during month ended on 15th calendar day of specified month.

¹¹ Excluded from total; data from the Bureau of Labor Statistics, Division of Construction and Public Employment. Represent earnings on construction projects financed in whole or in part from regular Federal funds; cover all pay-roll periods ended during month ended on 15th calendar day of specified month.

greater than in February 1940. The numbers of families and children receiving aid to dependent children increased 17.2 and 17.4 percent, respectively; and recipients of aid to the blind, 6.6 percent. Payments were greater by 12.1 percent for old-age assistance, 26.8 percent for aid to dependent children, and 7.2 percent for aid to the blind.

General Relief

Contra-seasonal decline in February decreased total payments to less than three-fourths the total in February 1940.—Payments for general relief from State and local funds to 1.2 million cases amounted to \$28.9 million in February, a decrease of 5.5 percent from totals for January (table 7). In 41 States, the total number of cases and the amount of payments in February were 2.2 and 5.3 percent less, respectively, than in January (table 14).

In the continental United States, total expenditures in February 1941 were smaller by 28.5 percent than in February 1940 (table 7).

Table 9.—Food stamp plan: Number of areas included and participants, and value of surplus-food stamps issued in the continental United States, by month, February 1940 and August 1940–February 1941¹

Month	Number of areas included ¹	Number of partici- pants ²		Value of surplus-food stamps issued
		Cases	Persons	
1940				
February.....	38	304,398	852,900	\$1,745,367
August.....	124	661,494	1,916,500	4,501,096
September.....	137	706,077	2,072,100	4,633,288
October.....	165	705,401	2,213,800	5,229,838
November.....	209	843,381	2,541,100	5,782,318
December.....	231	921,025	2,821,600	6,587,993
1941				
January.....	246	961,642	2,986,700	7,027,393
February ⁴	265	986,363	3,109,300	7,201,681

¹ Data do not include persons receiving commodities under direct distribution program of the Surplus Marketing Administration or value of such commodities.

² An area represents a city, county, or group of counties.

³ Includes recipients of three special types of public assistance and of subsistence payments from the FSA; recipients of, and those eligible for, general relief; persons certified as in need of relief and employed on or awaiting assignment to projects financed by the WPA. Includes for 1 area (Shawnee, Okla.) some low-income families having weekly income of less than \$19.50 who have been eligible to participate since October 1939.

⁴ Preliminary.

Source: U. S. Department of Agriculture, Surplus Marketing Administration.

Table 8.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by month, February 1940–February 1941¹

[In thousands]

Year and month	Estimated unduplicated total ³		Recipients of assistance						Persons employed under Federal work programs ⁶						Persons employed on regular Federal construction projects ¹¹
	Households	Persons in these households	Special types of public assistance ⁴				Cases receiving general relief ⁵	Cases for which subsistence payments were certified by the Farm Security Administration ⁸	Civilian Conservation Corps ⁷	National Youth Administration ⁹		Work Projects Administration ¹⁰	Other Federal agency projects financed from emergency funds ¹⁰		
			Old-age assistance	Aid to dependent children		Aid to the blind				Student work program	Out-of-school work program				
				Families	Children										
1940															
February-----	6,221	18,024	1,927	329	792	70	1,672	115	296	456	336	2,293	93	203	
March-----	6,188	17,912	1,932	334	804	70	1,612	119	264	473	335	2,294	85	221	
April-----	5,981	17,134	1,942	338	814	71	1,527	87	272	482	321	2,125	85	254	
May-----	5,741	16,270	1,954	342	823	71	1,442	72	270	477	296	1,963	84	284	
June-----	5,383	15,129	1,967	346	831	72	1,355	60	240	313	269	1,734	81	312	
July-----	5,058	14,340	1,986	349	840	72	1,362	31	274	(11)	196	1,639	68	329	
August-----	5,100	14,484	2,001	353	849	72	1,342	43	287	1	239	1,684	52	343	
September-----	4,992	14,065	2,016	357	859	72	1,261	35	254	24	238	1,673	43	389	
October-----	5,202	14,442	2,034	360	867	72	1,230	34	279	352	232	1,743	34	454	
November-----	5,279	14,585	2,051	364	874	73	1,213	36	283	439	262	1,771	29	612	
December-----	5,364	14,813	2,066	370	891	73	1,239	44	246	449	326	1,826	23	710	
1941															
January-----	5,448	15,073	2,075	376	908	73	1,257	57	258	442	419	1,858	18	718	
February-----	5,461	15,069	2,081	383	924	73	1,229	54	274	458	482	1,850	17	794	

¹ Data are partly estimated and subject to revision. For January 1933–January 1940, see the Bulletin, February 1941, pp. 68–70.

² Estimated by the Work Projects Administration and the Social Security Board. Excludes persons employed on regular Federal construction projects. See footnote 11.

³ Data represent recipients assisted from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation. Exclude recipients of hospitalization and/or burial only and, beginning with September 1940, of medical care only.

⁴ Data represent number aided during month. Exclude cases receiving hospitalization and/or burial only and, beginning with September 1940, medical care only.

⁵ Data from the FSA; represent net number of emergency grant vouchers certified to cases and number of cases receiving commodities purchased by the FSA and distributed during month. Ordinarily only 1 grant voucher per case is certified per month.

⁶ Data represent persons certified as in need and all other persons employed on projects operated under specified programs; exclude administrative employees. Data for the CCC include enrolled persons only.

⁷ Data are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month, except for the Indian Division for which averages are computed from daily reports.

⁸ Data from the NYA; represent number of persons employed during month.

⁹ Data from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and persons employed on Federal agency projects financed by transfer of WPA funds.

¹⁰ Data from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed during month ended on 15th calendar day of specified month on projects of Federal agencies, other than the CCC, NYA, and WPA, financed in whole or in part from emergency Federal funds.

¹¹ Excluded from estimated unduplicated total; data from the Bureau of Labor Statistics, Division of Construction and Public Employment. Represent average weekly number of persons employed during month ended on 15th calendar day of specified month on projects financed in whole or in part from regular Federal funds.

¹² Less than 500 persons.

Chart 2.—Special types of public assistance and general relief: Index of payments to recipients in the continental United States, January 1933–February 1941

[Average month 1936=100]

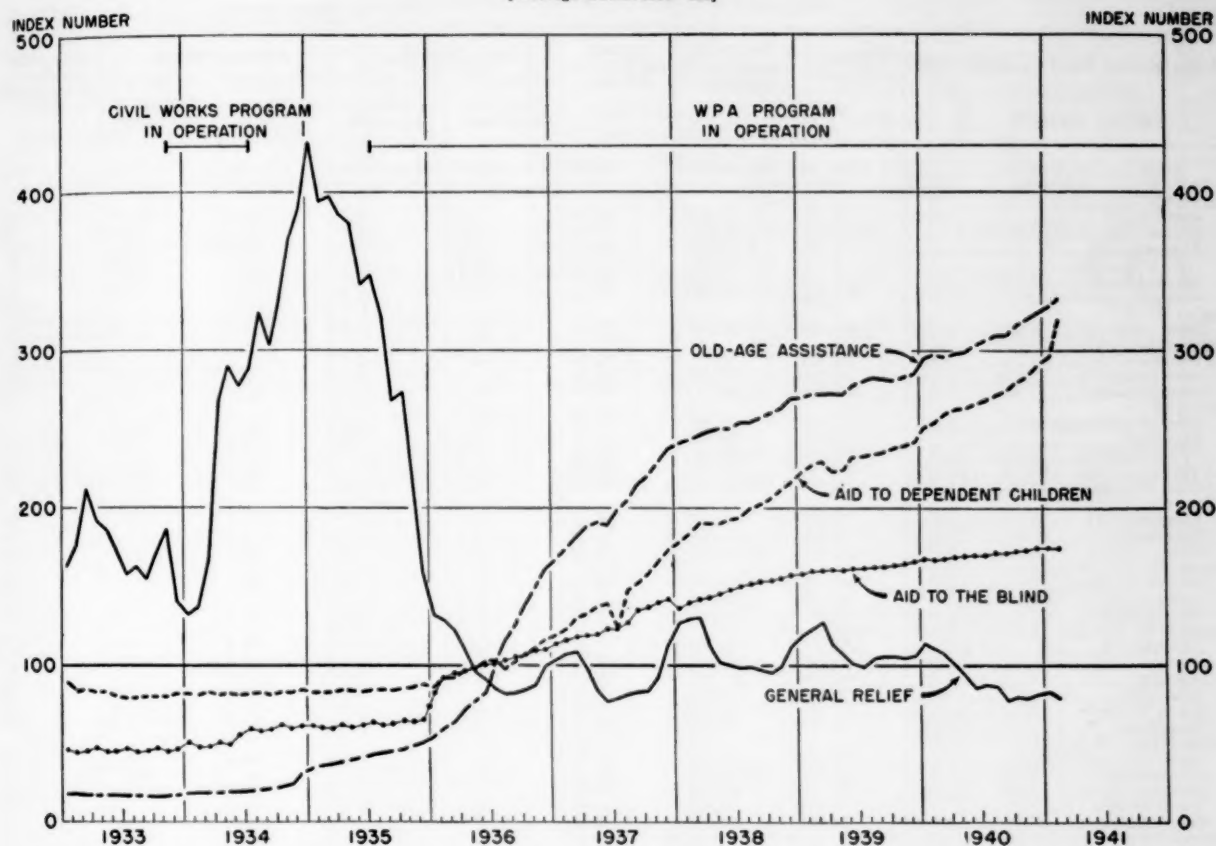


Table 10.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board, by month, February 1940–February 1941¹

[Data reported by State agencies, corrected to Mar. 15, 1941]

Year and month	Number of recipients ²				Amount of payments to recipients ³			
	Old-age assistance	Aid to dependent children		Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
		Families	Children					
1940								
February	1,929,922	315,758	763,076	46,269	\$49,876,085	\$38,583,099	\$10,207,883	\$1,085,103
March	1,935,269	320,654	774,566	46,502	49,886,543	38,381,032	10,413,612	1,091,899
April	1,944,978	325,345	784,877	46,846	50,192,251	38,552,917	10,539,353	1,099,981
May	1,956,726	329,192	793,303	47,159	50,418,676	38,722,890	10,589,750	1,106,036
June	1,970,454	333,017	801,750	47,550	51,067,838	39,263,252	10,686,141	1,118,445
July	1,989,290	336,288	811,170	47,812	51,617,238	39,706,938	10,791,455	1,118,865
August	2,004,447	339,645	820,656	48,102	52,056,875	40,007,939	10,920,904	1,128,032
September	2,019,562	343,366	829,062	48,301	52,253,682	40,099,450	11,028,971	1,125,261
October	2,037,344	346,547	836,288	48,548	53,322,288	40,930,351	11,255,283	1,136,654
November	2,054,345	352,146	848,455	48,836	53,970,289	41,372,613	11,451,901	1,145,775
December	2,069,670	358,427	865,242	49,015	54,788,732	41,921,989	11,716,506	1,150,237
1941								
January	2,078,298	364,334	882,670	49,104	55,764,067	42,587,790	12,024,648	1,152,229
February	2,084,743	371,005	898,544	49,249	57,150,591	43,064,669	12,928,937	1,156,985

¹ Data relate to programs administered under State plans approved by the Social Security Board and programs under State laws without Federal participation administered concurrently with similar programs under approved plans. For February 1936–December 1937, see the Bulletin, July 1939, p. 52; for January 1938–January 1940, see the Bulletin, February 1941, p. 74.

² For February–August 1940 represents recipients of money payments, assistance in kind, and/or medical care, and for September 1940 and

thereafter recipients of money payments and/or assistance in kind. Excludes recipients of hospitalization and/or burial only.

³ Represents obligations incurred for month from Federal, State, and local funds; for February–August 1940 represents money payments, assistance in kind, and payments for medical care, and for September 1940 and thereafter money payments and assistance in kind. Excludes cost of administration, hospitalization, and burial.

Table 11.—Old-age assistance in States with plans approved by the Social Security Board, by State, February 1941

[Data reported by State agencies, corrected to Mar. 15, 1941]

Social Security Board region and State	Number of recipients ¹	Amount of payments to recipients ²	Average payment per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 years and over ³
				January 1941 in—		February 1940 in—		
				Number of recipients	Amount of payments	Number of recipients	Amount of payments	
Total.....	2,084,743	\$43,064,669	\$20.66	+0.3	+1.1	+8.0	+12.1	236
Region I:								
Connecticut.....	17,478	444,652	25.44	-1	-9.7	+3.4	+2.9	137
Maine.....	12,903	268,445	20.80	-1.4	-1.4	-8.2	-8.0	162
Massachusetts.....	86,693	2,526,536	29.14	-3	+5	+4.2	+5.1	226
New Hampshire.....	6,740	144,818	21.49	+1.0	+1.5	+33.2	+37.5	141
Rhode Island.....	6,932	139,121	20.07	-6	-4	+3.1	+7.5	127
Vermont.....	5,830	96,336	16.52	+12.5	+12.2	+4.9	+0.9	171
Region II:								
New York.....	121,453	3,025,935	24.91	+2	-4	+5.0	+7.9	133
Region III:								
Delaware.....	2,452	28,009	11.42	-1.5	-1.5	(⁶)	-1.4	118
New Jersey.....	31,260	662,287	21.19	-2	+4	+3.3	+7.2	112
Pennsylvania.....	100,380	2,202,115	21.94	+1	+4	+8.6	+9.8	149
Region IV:								
District of Columbia.....	3,445	87,951	25.53	-1	+1	+3.7	+5.3	86
Maryland.....	18,107	322,447	17.81	-3	-1	-1.5	+6	148
North Carolina.....	36,918	374,529	10.14	-2	(⁷)	+5.5	+6.7	246
Virginia.....	19,841	197,232	9.94	+3	+1	+20.4	+23.1	130
West Virginia.....	18,563	262,528	14.14	+3	+9	+7.1	+18.7	216
Region V:								
Kentucky.....	54,019	482,759	8.94	-2	-1	+19.6	+23.4	286
Michigan.....	79,738	1,343,913	16.85	+1.3	+1.6	+5.2	+7.5	242
Ohio.....	135,099	3,115,114	23.06	+4	+7	+8.8	+9.8	253
Region VI:								
Illinois.....	143,482	3,208,702	22.36	+5	+1.2	+3.8	+14.5	254
Indiana.....	67,149	1,224,364	18.23	-2	+2	+1.8	+5.2	223
Wisconsin.....	53,604	1,213,560	22.64	+2	+4	+6.9	+11.2	222
Region VII:								
Alabama.....	20,258	185,584	9.16	+2	-2	+0.2	+5.5	171
Florida.....	37,624	477,606	12.69	-4	+2	+8.4	+17.0	260
Georgia.....	42,009	349,125	8.31	+2.3	+2.7	+55.9	+61.8	281
Mississippi.....	25,701	222,090	8.64	+5	+8	+29.4	+45.8	226
South Carolina.....	17,153	134,092	7.82	-9	-1.6	-10.5	-12.4	245
Tennessee.....	40,196	406,673	10.12	+1	+1	-8	-4	266
Region VIII:								
Iowa.....	56,520	1,174,611	20.78	(⁵)	+1	+4.4	+7.1	249
Minnesota.....	62,842	1,331,635	21.19	-1	(⁷)	-6	+1.0	296
Nebraska.....	28,564	553,508	19.28	(⁵)	+3	+4.4	+7.5	269
North Dakota.....	9,038	152,623	16.89	+3	+7	+1.7	-1.2	226
South Dakota.....	14,913	286,749	19.23	-1	-2	+3.6	+4.4	343
Region IX:								
Arkansas.....	25,484	198,668	7.80	+2	-2	+41.0	+83.2	296
Kansas.....	28,145	571,121	20.29	(⁷)	+6	+7.1	+11.4	223
Missouri.....	109,238	1,950,256	17.85	+1	+1	+32.0	+43.3	336
Oklahoma.....	75,381	1,348,275	17.89	+1	+2	+6.6	+8.4	523
Region X:								
Louisiana.....	34,954	456,037	13.05	+1.3	+2.9	+11.1	+4	356
New Mexico.....	4,921	86,187	17.51	+7	+2.1	+16.8	+46.7	285
Texas.....	121,739	1,710,788	14.05	+7	+1.7	+2.1	+57.0	353
Region XI:								
Arizona.....	8,590	240,860	28.04	+5	+5	+9.5	+13.8	357
Colorado.....	41,830	1,701,723	40.68	-1	+17.2	+3.9	+7.1	460
Idaho.....	9,164	206,241	22.51	+4	+8	+4.3	+8.8	289
Montana.....	12,261	241,842	19.72	(⁷)	+1.2	+2	+0.6	350
Utah.....	13,768	363,959	26.44	+6	+17.6	(⁵)	+24.9	456
Wyoming.....	3,469	83,282	24.01	+2	+6	+3.2	+5.5	298
Region XII:								
California.....	152,614	5,774,867	37.84	+6	+5	+12.4	+11.9	278
Nevada.....	2,299	61,120	26.59	-2	-2	+9	+8	343
Oregon.....	19,945	426,656	21.39	+9	+1.1	-1.5	-1.2	215
Washington.....	40,676	929,976	22.86	+6	+9	+4.2	+8.2	285
Territories:								
Alaska.....	1,563	44,313	28.35	+2	+4	+15.9	+17.3	381
Hawaii.....	1,798	22,849	12.71	-4	-8	+4.9	+15.0	140

¹ Represents recipients of money payments and/or assistance in kind; excludes recipients of medical care, hospitalization, and/or burial only.

² Represents obligations incurred for month from Federal, State, and local funds for money payments and assistance in kind; excludes cost of administration and of medical care, hospitalization, and burial. Allowances for medical care and hospitalization included in money payments are not excluded.

³ Population 65 years and over as of Apr. 1, 1940, estimated from 5-percent sample by the U. S. Bureau of the Census.

⁴ Comparison for 50 States; excludes Delaware for which data on both recipients and payments are not comparable.

⁵ Adjusted for payments covering 2 or more eligible individuals.

⁶ Comparable data not available.

⁷ Decrease of less than 0.05 percent.

⁸ Increase of less than 0.05 percent.

⁹ Includes \$146,351 incurred for payments to 3,592 persons 60 but under 65 years. Rate per 1,000 excludes these recipients.

Table 12.—Aid to dependent children in States with plans approved by the Social Security Board, by State, February 1941

[Data reported by State agencies, corrected to Mar. 15, 1941]

Social Security Board region and State	Number of recipients ¹		Amount of payments to recipients ²	Average payment per family	Percentage change from—					
	Families	Children ³			January 1941 in—		February 1940 in—			
					Number of recipients	Amount of pay-ments	Number of recipients		Amount of pay-ments	
							Families	Children		Families	Children
Total.....	371,005	⁴ 898,544	\$12,928,937	\$34.85	+1.8	+1.8	+7.5	⁵ +17.2	⁶ +17.4	⁷ +26.8
Region I:										
Maine.....	1,589	4,012	62,546	39.36	— .6	— .6	— .7	+10.7	+10.8	+14.1
Massachusetts.....	12,757	⁴ 31,568	750,316	58.82	+1.1	+1.0	+1.1	+11.4	+8.2	+9.0
New Hampshire.....	605	1,503	27,373	45.24	—1.6	—1.4	—1.1	—4.0	—7.5	+1.4
Rhode Island.....	1,285	3,661	58,772	45.74	—1.0	—1.1	—1.4	+9.8	+15.9	+9.2
Vermont.....	621	1,721	20,134	32.42	— .5	—1.1	— .8	+23.5	+16.8	+126.5
Region II:										
New York.....	34,127	67,069	1,598,376	46.84	— .5	— .5	— .2	—5.3	—6.1	—5.7
Region III:										
Delaware.....	595	⁴ 1,657	20,250	34.03	+2.4	+3.0	+3.5	+16.9	+24.1	+24.2
New Jersey.....	11,126	25,157	349,733	31.43	— .5	— .4	— .2	+1.8	+4.4	+5.5
Pennsylvania.....	59,323	148,496	2,812,441	47.41	+10.7	+11.9	+43.5	+84.7	+102.4	+147.8
Region IV:										
District of Columbia.....	939	2,838	35,521	37.83	— .4	+ .5	—1.1	+4.8	+6.7	+4.7
Maryland.....	7,002	18,755	218,890	31.26	— .6	—1.2	—1.1	—5.8	—6.2	—6.7
North Carolina.....	9,752	23,586	163,860	16.80	+ .2	— .5	+ .3	+13.6	+7.9	+19.8
Virginia.....	4,078	12,230	82,366	20.20	+2.3	+2.2	+1.5	+80.4	+67.3	+76.4
West Virginia.....	8,793	23,777	207,411	23.59	+1.5	+1.1	+2.0	+19.4	+15.0	+32.9
Region V:										
Michigan.....	20,206	⁴ 48,345	822,123	40.69	— .6	— .9	— .6	+17.7	+12.6	+22.1
Ohio.....	11,461	⁴ 31,078	456,551	39.84	+1.2	+1.0	+1.3	+15.2	+11.7	+19.4
Region VI:										
Indiana.....	17,263	35,397	493,375	28.58	— .4	— .6	— .2	+ .8	+ .6	+3.7
Wisconsin.....	12,680	⁴ 28,825	479,495	37.82	+ .3	+ .3	+ .3	+4.4	+3.9	+6.2
Region VII:										
Alabama.....	5,890	17,076	80,615	13.69	+ .2	—1.2	(7)	+4.5	+3.0	— .3
Florida.....	⁴ 4,320	⁵ 10,839	⁶ 95,384	22.08	— .3	+ .2	+ .4	+8.5	+5.1	+13.7
Georgia.....	4,938	12,421	108,294	21.93	+2.4	+1.8	+2.7	+27.2	+23.2	+38.4
Mississippi.....	(9)	(9)	(9)	(9)	(9)	(9)	(9)	(9)	(9)	(9)
South Carolina.....	3,110	9,213	51,981	16.71	+1.8	+1.6	+4.0	+1.7	+ .5	+5.6
Tennessee.....	14,392	36,271	266,910	18.55	+ .1	+ .1	+ .2	+5.5	+3.0	+6.2
Region VIII:										
Minnesota.....	9,343	⁴ 22,149	323,551	34.63	+ .9	+ .7	+ .9	+9.7	+8.0	+8.4
Nebraska.....	¹⁰ 5,773	¹⁰ 12,880	¹⁰ 182,000	31.53	+ .5	+ .9	+ .7	+9.2	+8.5	+9.2
North Dakota.....	2,455	⁴ 6,798	76,332	31.09	(11)	+ .1	(11)	+6.6	+6.1	+5.3
South Dakota.....	¹ 1,065	² 2,567	² 28,135	26.42	+7.4	+15.6	+21.5	(13)	(13)	(13)
Region IX:										
Arkansas.....	6,296	16,011	86,304	13.71	+ .7	+ .9	+ .8	+57.8	+48.1	+106.0
Kansas.....	6,532	15,346	197,327	30.21	+ .3	+ .3	+ .8	+4.9	+7.5	+9.4
Missouri.....	13,230	30,945	394,337	29.81	+ .4	(7)	+ .2	+31.6	+30.4	+63.7
Oklahoma.....	19,256	43,995	283,680	14.73	— .2	— .2	(7)	+9.0	+8.1	+31.0
Region X:										
Louisiana.....	15,269	40,655	404,610	26.50	+2.1	— .7	+4.1	+21.9	+15.5	+23.6
New Mexico.....	2,094	5,960	55,225	26.37	+1.0	+ .6	+1.3	+19.2	+16.5	+25.5
Region XI:										
Arizona.....	2,462	6,492	80,068	32.52	—1.6	—9.9	—1.3	—1.4	—6.2	— .5
Colorado.....	6,288	15,494	192,183	30.56	— .7	+ .2	+ .2	+16.0	+15.3	+16.4
Idaho.....	2,987	⁴ 7,481	89,005	29.80	+ .6	+ .8	+ .9	+8.0	+11.4	+15.5
Montana.....	2,566	6,272	74,952	29.21	+1.7	+2.0	+2.7	+11.5	+12.7	+15.9
Utah.....	3,869	10,037	146,193	37.79	+1.3	+1.4	+1.5	+19.0	+27.5	+30.1
Wyoming.....	734	1,826	23,602	32.16	+1.1	— .1	+ .3	+2.7	+2.8	+3.7
Region XII:										
California.....	15,710	⁴ 37,609	742,782	47.28	+ .3	— .2	+ .6	+6.4	+4.3	+12.6
Oregon.....	2,000	¹³ 4,690	80,798	40.40	+1.5	+1.4	+1.9	+3.6	+3.8	+7.1
Washington.....	4,992	⁴ 11,825	160,061	32.06	(11)	— .2	+ .1	+3.5	+5.8	+9.3
Territory:										
Hawaii.....	1,232	4,017	45,075	36.59	— .5	—1.3	—2.0	+17.0	+12.2	+26.7

¹ Represents recipients of money payments and/or assistance in kind; excludes recipients of medical care, hospitalization, and/or burial only.

² Data on number of children per 1,000 population under 16 years are not included, because population data for that age group as of Apr. 1, 1940, are not available.

³ Represents obligations incurred for month from Federal, State, and local funds for money payments and assistance in kind; excludes cost of administration and of medical care, hospitalization, and burial. Allowances for medical care and hospitalization included in money payments are not excluded.

⁴ Includes an unknown number of children 16 years and over.

⁵ Comparison for 42 States; excludes South Dakota which did not have an approved plan for February 1940.

⁶ Includes approximately 2,940 children 16 years and over.

⁷ Increase of less than 0.05 percent.

⁸ Includes aid to dependent children administered under State law without Federal participation.

⁹ Federal funds available, but no payments were made under approved plan for February.

¹⁰ In addition, in 68 counties payments amounting to \$13,708 were made from local funds without Federal participation to 810 families in behalf of 1,770 children under the State mothers'-pension law; some of these families also received aid under State plan approved by the Social Security Board.

¹¹ Decrease of less than 0.05 percent.

¹² No approved plan for February 1940.

¹³ Includes 602 children 16 years and over.

Table 13.—Aid to the blind in States with plans approved by the Social Security Board, by State, February 1941

[Data reported by State agencies, corrected to Mar. 15, 1941]

Social Security Board region and State	Number of recipients ¹	Amount of payments to recipients ²	Average payment per recipient	Percentage change from—				Number of recipients per 100,000 population ³
				January 1941 in—		February 1940 in—		
				Number of recipients	Amount of payments	Number of recipients	Amount of payments	
Total.....	49,249	\$1,156,985	\$23.49	+0.3	+0.4	+6.6	+7.2	49
Region I:								
Connecticut.....	216	5,350	24.77	+1.4	-8.4	-14.0	-1.5	13
Maine.....	1,104	24,942	22.59	-2.0	-2.1	-11.0	-11.9	130
Massachusetts.....	1,157	27,260	23.56	-1.0	-8	-1.0	+1.5	27
New Hampshire.....	321	7,414	23.10	+1.6	+3.1	-9	+1.1	63
Rhode Island.....	74	1,417	19.15	(⁴)	(⁵)	(⁶)	(⁶)	10
Vermont.....	145	3,125	21.55	-1.4	-2.1	-5.8	-2.8	40
Region II:								
New York.....	2,870	72,863	25.39	+1	-1	+3.6	+6.3	21
Region III:								
New Jersey.....	750	17,699	23.60	+8	+1.3	+13.0	+15.3	13
Region IV:								
District of Columbia.....	223	6,295	28.23	+5	+4.2	+7.2	+17.5	34
Maryland.....	679	14,698	21.65	-4	+1	+1.6	+4.8	37
North Carolina.....	1,893	28,332	14.97	-1	+1	-4.8	-4.8	53
Virginia.....	1,036	13,053	12.60	+8	+6	+3.5	+2.8	39
West Virginia.....	841	14,989	17.82	+5	+1.1	+4.7	+14.2	44
Region V:								
Michigan.....	1,150	27,132	23.59	+2.4	+2.8	+51.5	+48.7	22
Ohio.....	4,047	80,513	19.89	+5	+1.2	+3.9	+5.6	59
Region VI:								
Indiana.....	2,403	49,428	20.57	-1	+3	-2.2	-6	70
Wisconsin.....	2,014	47,137	23.40	-2	-2	+1	+1.7	64
Region VII:								
Alabama.....	613	5,511	8.99	(⁷)	+1.4	+7.7	+8.2	22
Florida.....	2,467	33,137	13.43	-3	+4	+14.4	+23.3	130
Georgia.....	1,391	14,910	10.72	+2.4	+2.9	+27.4	+36.7	45
Mississippi.....	984	8,305	8.44	+2.2	+2.7	+43.4	+63.5	43
South Carolina.....	758	7,972	10.52	-4	-1.1	+1.3	+3.2	40
Tennessee.....	1,650	18,386	11.14	+1	+2	+3.0	+3.9	57
Region VIII:								
Iowa.....	1,517	36,255	23.90	+6	+8	+5.0	+7.2	60
Minnesota.....	969	25,610	26.43	+8	+8	+8.5	+6.6	35
Nebraska.....	708	14,561	20.57	+1	+5	+6.8	+11.6	54
North Dakota.....	229	4,942	21.58	-4	-2	+60.1	+65.4	36
South Dakota.....	265	4,559	17.20	+2.3	+2.6	+14.2	+14.7	41
Region IX:								
Arkansas.....	1,112	10,307	9.27	+5	+6	+66.7	+138.6	57
Kansas.....	1,394	29,903	21.45	+7	+1.6	+16.5	+21.9	77
Oklahoma.....	2,171	34,331	15.81	-6	-5	+4	+4.6	93
Region X:								
Louisiana.....	1,185	19,818	16.72	+1.0	+2.8	+15.2	+14.1	50
New Mexico.....	225	4,288	19.06	+1.4	+2.8	+5.6	+20.4	42
Region XI:								
Arizona.....	384	10,455	27.23	+8	+1.2	+14.6	+21.1	77
Colorado.....	606	16,845	27.80	+1.2	+1.2	(⁸)	-4.3	54
Idaho.....	279	6,262	22.44	+7	+2	-1.4	+2.9	33
Montana.....	228	4,879	21.40	+3.6	+4.6	+28.8	+32.4	41
Utah.....	187	4,754	25.42	-1.6	+5	-9.7	-12.0	34
Wyoming.....	144	3,932	27.31	+7	+1	-4.0	-5.1	57
Region XII:								
California.....	7,286	350,342	48.08	(⁹)	(⁹)	+4.2	+4.2	105
Oregon.....	457	11,411	24.97	+2	+1	+1.6	+5	42
Washington.....	1,048	32,593	31.10	+3	+3	+1.1	+3.3	60
Territory:								
Hawaii.....	69	1,070	15.51	(⁹)	(⁹)	(⁹)	(⁹)	16

¹ Represents recipients of money payments and/or assistance in kind; excludes recipients of medical care, hospitalization, and/or burial only.

² Represents obligations incurred for month from Federal, State, and local funds for money payments and assistance in kind; excludes cost of administration and of medical care, hospitalization, and burial. Allowances for medical care and hospitalization included in money payments are not excluded.

³ Total population as of Apr. 1, 1940, from the U. S. Bureau of the Census.

⁴ Comparison for 42 States; excludes Colorado for which data on both recipients and payments are not comparable.

⁵ Includes aid to the blind administered under State law without Federal participation.

⁶ Figures too small for comparison.

⁷ No change.

⁸ Comparable data not available.

⁹ Increase of less than 0.05 percent.

Table 14.—General relief in the continental United States, by State, February 1941

[Data reported by State agencies, corrected to Mar. 25, 1941]

State	Number of cases receiving relief ¹	Amount of payments to cases ²	Average payment per case	Percentage change from—		
				January 1941 in—		February 1940 in amount of payments
				Number of cases	Amount of payments	
Total for continental United States ³	1, 229, 000	\$28, 893, 000				
Total for 41 States ⁴	1, 105, 711	26, 941, 888	\$24. 37	-2. 2	-5. 3	* -25. 1
Alabama	2, 356	21, 061	8. 94	+1. 7	+1. 9	-9. 2
Arizona	3, 079	47, 945	15. 57	-2. 8	-	+7. 7
Arkansas	4, 392	25, 108	5. 72	-3. 3	-1. 3	+38. 5
California	84, 026	2, 373, 339	28. 25	-5. 7	-6. 7	-47. 5
Colorado ⁵	15, 181	196, 677	12. 96	-3. 3	-5. 3	-2
Connecticut	12, 962	355, 253	27. 41	-2. 5	-5. 5	-31. 1
Delaware	1, 087	23, 272	21. 41	-3. 3	-9. 4	-43. 0
District of Columbia	2, 157	53, 642	24. 87	+4. 3	+3. 2	-9. 1
Florida	7, 975	57, 417	7. 20	-11. 4	-3. 9	-10. 1
Georgia	6, 473	42, 220	6. 52	-5. 8	-5. 5	+1. 6
Idaho	2, 335	35, 800	15. 33	-1. 7	-8	+4. 7
Illinois	147, 193	3, 411, 677	23. 18	-2. 4	-2. 4	-11. 1
Indiana ⁶	43, 090	620, 530	14. 40	-3. 2	-9. 2	-24. 2
Iowa	27, 048	434, 214	16. 05	-1. 1	-6. 0	-20. 7
Kansas	16, 290	255, 191	15. 67	+1. 9	+5. 4	-26. 8
Kentucky	* 6, 000	* 50, 000				
Louisiana	11, 575	179, 828	15. 54	+3. 8	+4. 8	+1. 2
Maine	9, 568	200, 282	20. 93	-5. 1	-12. 0	-24. 4
Maryland	8, 665	192, 510	22. 22	-1	-4	-15. 8
Massachusetts	49, 894	1, 297, 319	26. 00	-5. 4	-11. 0	(⁷)
Michigan	50, 329	1, 099, 308	21. 84	-2. 1	-8. 1	-26. 3
Minnesota	33, 705	798, 128	23. 68	-3. 2	-1. 2	-26. 4
Mississippi	916	2, 686	2. 93	+1. 4	-1. 8	-40. 3
Missouri	24, 669	351, 080	14. 23	-1. 4	-4. 0	-18. 2
Montana	4, 137	64, 328	15. 55	-10. 7	-10. 2	-1
Nebraska	10, 050	120, 679	12. 01	+1. 9	+1. 2	-7. 8
Nevada	502	7, 702	15. 34	-9. 1	-2. 6	-2. 7
New Hampshire	* 5, 500	* 100, 000				
New Jersey ⁷	37, 649	889, 956	23. 64	-1. 3	-8. 1	-35. 7
New Mexico ⁸	1, 837	15, 751	8. 57	+4. 7	+14. 0	+15. 5
New York	¹¹ 236, 482	8, 917, 367	37. 71	-4	-1. 0	-9. 7
North Carolina	5, 644	36, 355	6. 44	-4	-6. 9	(⁹)
North Dakota	3, 736	50, 748	13. 58	-8. 9	-9. 8	+6
Ohio	76, 151	1, 382, 400	18. 15	-8	-5. 0	-32. 3
Oklahoma	¹² 12, 116	55, 306	(¹²)	(¹²)	-8. 1	-30. 3
Oregon	8, 887	141, 191	15. 89	-8. 8	-7. 7	-15. 2
Pennsylvania	152, 455	3, 408, 498	22. 36	-2. 2	-14. 9	-43. 5
Rhode Island ¹³	4, 962	168, 458	33. 95	-5. 6	-22. 4	-43. 6
South Carolina	2, 132	17, 474	8. 20	-2	-2. 4	-1. 0
South Dakota	5, 128	71, 758	13. 99	+2. 7	+1. 9	+9. 2
Tennessee	* 3, 400	* 23, 000				
Texas	11, 050	92, 728	8. 39	-9	-2. 0	-19. 7
Utah	5, 283	118, 007	22. 34	-3. 7	-4. 8	-15. 5
Vermont	2, 367	39, 296	16. 59	-6. 4	-14. 4	-15. 9
Virginia	6, 074	58, 914	9. 70	+3. 8	+7. 3	-32. 4
Washington	15, 965	253, 932	15. 91	-8. 2	-9. 3	-17. 5
West Virginia	12, 131	108, 325	8. 93	+2. 3	+3. 9	-21. 2
Wisconsin	37, 505	755, 503	20. 14	-1. 8	-11. 9	-30. 3
Wyoming	1, 501	23, 693	15. 78	+3. 9	+8. 4	-11. 8

¹ Represents cases receiving money payments and/or assistance in kind; excludes cases of medical care, hospitalization, and/or burial only.

² Represents obligations incurred during month from State and local funds for money payments and assistance in kind; excludes payments for medical care, hospitalization, and burial. Allowances for medical care and hospitalization included in money payments are not excluded. Also excludes cost of administration, of materials, equipment, and other items incident to operation of work-relief programs, and of special programs.

³ Partly estimated. Does not represent sum of State figures because totals are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

⁴ Excludes Kentucky, New Hampshire, and Tennessee for which figures are estimated; Colorado, Indiana, New Jersey, and Rhode Island for which data include cases receiving medical care, hospitalization, and/or burial only; and Oklahoma (see footnote 12).

⁵ Comparison for 39 States. In addition to States mentioned in footnote 4, Massachusetts and North Carolina are also excluded because comparable data are not available.

⁶ Includes unknown number of cases receiving medical care only and total payments for this service.

⁷ Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

⁸ Estimated.

⁹ Comparable data not available.

¹⁰ State program only; does not include program administered by local officials.

¹¹ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹² Includes 5,266 cases aided under program administered by State board of public welfare, and 6,850 cases aided by county commissioners; duplication in cases aided believed to be large; average per case and percentage change in number of cases cannot be computed.

¹³ State unemployment relief program only. Includes unknown number of cases receiving medical care and/or hospitalization only, and total payments for these services. It is estimated that, in addition, 2,800 cases received \$51,000 from local relief officials.

Statistics by States, January 1941

Total expenditures greater than in December in two-thirds of the States.—In January 1941 total payments to recipients of public assistance and earnings under the several Federal work programs in the continental United States were greater than

in December in 33 States (table 15). Increases occurred in earnings of persons employed on WPA projects in 26 States. Total earnings of persons enrolled in the CCC increased in 38 States. Obligations incurred for general relief increased

Table 15.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, January 1941¹

[In thousands]

State	Total	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects
		Special types of public assistance			General relief	Subsistence payments certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds	
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program			
Total.....	\$222,262	\$42,521	\$12,295	\$1,862	\$30,561	\$1,455	\$17,110	\$2,757	\$7,901	\$103,514	\$2,286	\$103,028
Alabama.....	3,241	186	81	5	21	164	628	61	160	1,889	46	1,357
Arizona.....	1,047	240	81	10	48	131	123	13	25	373	3	434
Arkansas.....	2,949	199	86	10	25	6	734	36	160	1,693	(*)	1,388
California.....	16,249	5,745	739	350	2,545	217	456	159	383	5,601	54	7,898
Colorado.....	3,580	1,452	192	17	208	19	193	31	64	1,354	50	388
Connecticut.....	2,074	492	61	6	376	(*)	60	21	79	976	3	1,005
Delaware.....	260	28	20	6	26	(*)	19	4	14	149	—	198
District of Columbia.....	1,127	88	36	6	52	—	51	17	27	721	129	2,405
Florida.....	2,864	476	95	33	60	4	284	29	74	1,747	62	4,095
Georgia.....	3,237	340	105	14	45	83	581	61	184	1,815	9	1,976
Idaho.....	1,076	205	88	6	36	24	68	15	33	600	1	53
Illinois.....	16,708	3,170	169	232	3,495	13	774	154	522	7,762	417	2,696
Indiana.....	5,656	1,222	494	49	683	4	317	76	208	2,576	27	2,868
Iowa.....	3,526	1,173	66	36	462	3	178	55	190	1,360	3	137
Kansas.....	2,799	368	196	29	242	33	242	56	92	1,339	2	1,609
Kentucky.....	3,076	483	16	—	53	8	480	48	162	1,805	21	1,682
Louisiana.....	3,095	443	389	19	172	16	416	58	104	1,478	(*)	5,513
Maine.....	1,176	272	63	25	228	5	112	15	62	394	(*)	567
Maryland.....	1,731	323	221	15	193	2	117	27	61	720	52	6,087
Massachusetts.....	10,634	2,513	742	27	1,457	(*)	354	81	281	5,129	50	6,993
Michigan.....	8,607	1,322	827	26	1,196	10	490	101	331	4,294	10	891
Minnesota.....	5,943	1,332	321	25	808	31	473	64	172	2,712	5	196
Mississippi.....	2,433	220	1	8	3	22	473	43	116	1,546	1	1,586
Missouri.....	7,210	1,949	394	79	366	30	725	76	211	3,297	83	1,465
Montana.....	1,233	239	73	5	72	31	123	16	32	640	2	118
Nebraska.....	2,643	552	181	14	119	118	187	37	84	1,292	59	91
Nevada.....	195	61	3	(*)	8	1	21	2	4	95	(*)	119
New Hampshire.....	785	143	28	7	172	1	33	9	28	364	(*)	1,145
New Jersey.....	6,817	659	350	17	937	1	267	60	273	4,165	88	4,302
New Mexico.....	1,138	84	55	4	14	2	206	12	33	665	63	90
New York.....	25,325	3,038	1,601	73	9,006	8	841	275	887	9,372	224	5,368
North Carolina.....	3,360	375	163	28	39	47	481	73	206	1,945	3	2,461
North Dakota.....	1,279	152	76	5	56	28	192	20	48	701	1	10
Ohio.....	12,135	3,095	450	80	1,455	6	714	135	314	5,613	273	1,154
Oklahoma.....	4,371	1,346	284	35	60	20	654	70	195	1,093	14	521
Oregon.....	1,726	422	79	11	153	16	124	36	46	837	2	468
Pennsylvania.....	18,778	2,194	1,961	400	4,004	10	1,124	190	594	8,186	115	6,334
Rhode Island.....	1,249	140	60	1	217	(*)	49	13	48	700	21	2,008
South Carolina.....	2,614	136	50	8	18	37	348	41	95	1,672	209	2,664
South Dakota.....	1,416	287	23	4	72	123	164	27	41	673	2	37
Tennessee.....	3,088	406	266	18	24	4	584	57	159	1,527	43	3,738
Texas.....	7,668	1,682	1	95	95	90	1,120	145	440	4,064	31	7,163
Utah.....	1,423	309	144	5	124	7	58	23	39	690	24	111
Vermont.....	430	86	20	3	46	1	22	8	17	227	—	7
Virginia.....	2,068	197	81	13	55	6	506	47	148	1,008	7	7,101
Washington.....	3,325	922	160	32	280	20	196	41	87	1,536	51	3,268
West Virginia.....	2,815	260	203	15	104	8	321	38	136	1,717	13	166
Wisconsin.....	5,967	1,209	478	47	857	33	393	77	219	2,645	9	109
Wyoming.....	359	83	24	4	22	12	34	4	15	157	4	186

¹ See footnotes to table 7.

² Includes less than \$500 not reported by State.

³ Partly estimated; does not represent total of State figures, because total payments for medical care, hospitalization, and burial are excluded.

⁴ Less than \$500.

⁵ Includes total payments for medical care.

⁶ Includes total payments for medical care, hospitalization, and burial.

⁷ Estimated.

⁸ State program only; does not include payments made under program administered by local officials.

⁹ State unemployment relief program only. Includes total payments for medical care and hospitalization. In addition, \$56,000 estimated as expended by local relief officials.

from December in 32 States and subsistence payments by the FSA in 31 States. Small increases in the amount of obligations incurred for payments to recipients of old-age assistance were reported by 33 States; to families and children receiving aid to dependent children, by 35 States; and to recipients of aid to the blind, by 27 States.

Earnings under the out-of-school work program of the NYA were greater than in December in all but one State, but earnings under the student work program decreased in 47 States. Earnings of employees on other Federal agency projects financed from emergency funds declined in 26 States.

Table 16.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by State, January 1941¹

State	Recipients of assistance					Persons employed under Federal work programs						Persons employed on regular Federal construction projects
	Special types of public assistance			Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds		
	Old-age assistance	Aid to dependent children					Aid to the blind	Student work program			Out-of-school work program	
		Families	Children									
Total	2,074,933	376,151	908,295	73,347	1,257,000	57,431	258,263	442,025	419,185	1,858,069	18,027	717,996
Alabama	20,215	5,881	17,285	613	2,316	6,568	9,476	11,537	9,338	40,776	354	11,997
Arizona	8,548	2,502	7,292	381	3,169	5,916	1,854	1,905	1,417	6,428	25	3,080
Arkansas	25,442	6,255	15,865	1,106	4,406	231	11,080	7,746	11,208	39,632	12	10,162
California	151,740	15,666	37,666	7,285	80,093	10,167	6,887	19,674	20,262	80,819	388	50,871
Colorado	41,864	6,331	15,469	599	15,701	861	2,906	4,783	3,335	21,855	344	3,184
Connecticut	17,493	1,355	3,084	213	13,295	2	909	3,037	3,794	13,964	22	7,391
Delaware	2,490	581	1,609	—	1,124	9	292	591	879	2,715	—	1,769
District of Columbia	3,449	943	2,825	222	2,069	—	773	1,660	1,502	10,504	1,029	13,802
Florida	37,785	4,334	10,822	2,474	9,003	112	4,294	5,143	4,339	34,426	666	33,083
Georgia	41,082	4,821	12,199	1,359	6,873	1,806	8,766	11,713	9,989	42,092	102	17,657
Idaho	9,123	2,969	7,425	277	2,376	686	1,024	2,460	1,487	9,930	17	527
Illinois	142,702	7,454	16,579	7,659	150,756	572	11,684	24,794	24,246	127,329	2,409	15,423
Indiana	67,275	17,331	35,594	2,405	44,496	161	4,782	12,140	11,186	47,050	232	17,643
Iowa	56,497	3,581	8,184	1,508	27,339	144	2,679	8,149	11,250	25,838	33	1,575
Kansas	28,149	6,514	15,301	1,384	15,990	1,973	3,657	9,637	4,760	26,874	16	10,934
Kentucky	54,134	6,370	1,200	—	5,700	89	7,240	9,423	9,968	38,727	227	11,361
Louisiana	34,511	14,958	40,954	1,173	11,148	552	6,273	8,599	5,607	30,728	1	41,572
Maine	13,086	1,598	4,036	1,126	10,086	169	1,681	2,062	2,642	7,488	1	4,681
Maryland	18,159	7,046	18,975	682	8,676	94	1,760	3,888	3,912	12,382	601	30,704
Massachusetts	86,926	12,612	31,253	1,169	52,753	13	5,341	11,082	15,181	80,938	417	42,746
Michigan	78,721	20,329	48,773	1,123	51,417	431	7,401	15,179	14,875	68,261	106	8,942
Minnesota	62,918	9,260	21,991	961	34,825	1,576	7,144	10,042	10,084	47,837	64	2,131
Mississippi	25,564	6,104	6,162	963	903	580	7,140	8,188	6,626	37,740	26	15,544
Missouri	109,140	13,179	30,944	3,200	25,011	1,686	10,941	13,107	13,342	62,670	792	16,134
Montana	12,266	2,522	6,149	220	4,633	1,541	1,859	2,943	1,706	11,291	15	979
Nebraska	28,550	5,747	12,767	707	9,860	4,592	2,821	6,131	4,898	24,273	666	1,012
Nevada	2,303	103	256	13	552	17	316	287	264	1,751	3	837
New Hampshire	6,673	615	1,525	316	6,956	36	498	1,302	1,346	6,910	2	7,188
New Jersey	31,327	11,181	25,250	744	13,154	25	4,030	9,586	13,816	62,864	514	27,239
New Mexico	4,889	2,074	5,927	222	7,154	72	3,117	1,932	1,837	11,630	408	926
New York	121,217	34,284	67,382	2,867	237,375	302	12,695	41,233	39,418	138,267	1,755	32,940
North Carolina	36,988	9,736	23,716	1,894	5,669	430	7,263	11,481	12,043	44,595	32	25,499
North Dakota	9,011	2,456	6,794	230	4,102	1,370	2,894	3,882	2,211	13,267	8	140
Ohio	134,548	11,330	30,781	4,027	76,775	269	10,774	20,564	16,443	105,970	2,108	8,192
Oklahoma	75,310	19,287	44,084	2,184	12,164	731	9,879	13,170	9,878	42,806	156	5,001
Oregon	19,759	1,970	4,625	456	9,744	461	1,868	4,967	2,345	12,877	22	3,386
Pennsylvania	100,302	53,596	132,645	13,439	155,893	353	16,971	30,317	30,716	135,202	933	38,200
Rhode Island	6,974	1,298	3,703	70	5,254	5	742	1,748	2,878	11,176	173	12,419
South Carolina	17,304	3,056	9,069	761	2,137	858	5,247	7,584	6,325	33,883	1,660	24,630
South Dakota	14,926	992	2,221	259	5,128	6,893	2,474	5,516	2,060	13,124	11	492
Tennessee	40,173	14,379	36,232	1,649	3,300	81	8,816	11,103	10,615	35,190	416	23,959
Texas	120,863	88	6,230	—	11,153	2,001	16,903	21,398	25,084	92,915	368	54,939
Utah	13,692	3,820	9,899	190	5,486	248	880	3,719	2,044	10,927	193	899
Vermont	5,183	624	1,740	147	2,530	29	332	1,161	755	4,200	—	103
Virginia	19,782	3,987	11,963	1,028	5,850	87	7,645	8,085	8,858	23,351	66	51,896
Washington	40,419	4,993	11,851	1,045	17,382	644	2,958	6,076	4,320	24,604	343	20,180
West Virginia	18,515	8,667	23,519	837	11,854	101	4,846	6,982	6,579	32,045	180	1,547
Wisconsin	53,485	12,646	28,742	2,017	38,210	1,419	5,938	12,681	10,615	45,156	67	957
Wyoming	3,461	726	1,828	143	1,445	468	513	738	902	2,792	43	1,514

¹ See footnotes to table 8.

² Partly estimated; does not represent total of State figures, because data are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only.

³ Includes 1 person not reported by State.

⁴ Includes an unknown number of cases receiving medical care only.

⁵ Includes an unknown number of cases receiving medical care, hospitalization, and/or burial only.

⁶ Estimated.

⁷ State program only; does not include an unknown number of cases aided by local officials.

⁸ Includes cases receiving medical care only; number believed by State agency to be insignificant.

⁹ Represents 5,309 cases aided under program administered by State Board of Public Welfare, and 6,855 cases aided by county commissioners; amount of duplication in cases believed to be large.

¹⁰ State unemployment relief program only; includes an unknown number of cases receiving medical care and/or hospitalization only. In addition, 2,800 cases estimated to have been aided by local relief officials.

Statistics for Urban Areas, January 1941

Total expenditures in January 1941 slightly above December but considerably below January 1940.—In January 1941, total expenditures for public and private aid in 116 urban areas in the United States amounted to \$87.9 million, an increase of 0.9 percent over the December totals but a decrease of 6.7 percent from expenditures for January 1940 (tables 17 and 18). Of the total amount expended, \$42.5 million, or 48.3 percent, represented earnings of persons employed on projects operated by the WPA; \$22.5 million or 25.6 percent, payments to recipients of the special types of public assistance; and \$22.1 million or 25.1 percent, general relief from public funds. Private assistance amounted to \$880,000, only 1.0 percent of total payments. None of the programs increased significantly from the previous month.

The largest decrease from January 1940—in

Table 17.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration in 116 urban areas, January 1941

[Corrected to Mar. 20, 1941]

Type of funds	Amount ¹	Percentage change from—		Percentage distribution		
		December 1940	January 1940	January 1941	December 1940	January 1940
Total.....	\$87,863,283	+0.9	-6.7	100.0	100.0	100.0
Public.....	86,983,340	+1.1	-6.7	99.0	98.8	99.0
Special types of public assistance ²	22,474,443	+1.6	+12.0	25.6	25.4	21.3
Old-age assistance	15,876,686	+1.4	+11.1	18.1	18.0	15.2
Aid to dependent children ³	5,809,334	+2.4	+15.4	6.6	6.5	5.3
Aid to the blind ⁴	788,423	(⁵)	+4.9	.9	.9	.8
General relief ⁶	22,054,465	+2.0	-20.3	25.1	24.8	29.4
WPA earnings ⁷	42,454,432	+4	-6.6	48.3	48.6	48.3
Private ⁸	\$879,943	-14.2	-8.4	1.0	1.2	1.0

¹ Excludes cost of administration, of materials, equipment, and other items incident to operation of work programs, and of transient care. Data for assistance programs include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

² Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

³ Decrease of less than 0.05 percent.

⁴ Includes direct and work relief and statutory aid to veterans administered on basis of need.

⁵ Includes \$5,275 administered by private agencies.

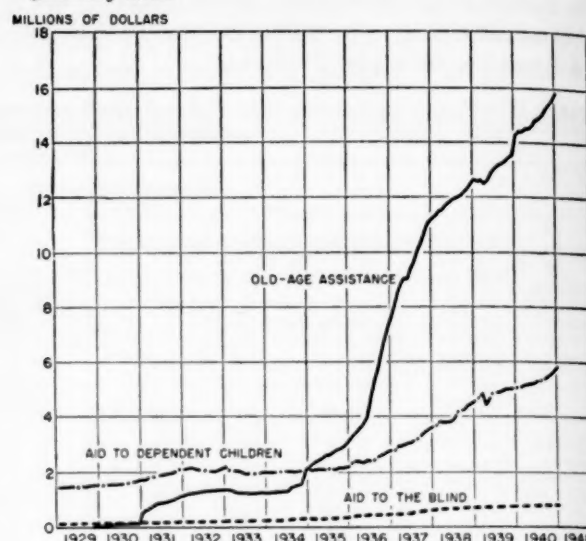
⁶ Data from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Data are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

⁷ Includes direct and work relief and aid to veterans.

⁸ Includes \$1,801 administered by public agencies. Includes estimate of \$134,049 of which \$129,485 represents expenditures of agencies for which monthly reports are not available.

⁹ Based on data from agencies reporting monthly.

Chart 3.—Payments to recipients of the special types of public assistance in 116 urban areas, January 1929-January 1941



terms both of the actual amount and the percentage (20.3 percent)—was in obligations incurred for general relief from public funds. A decrease of 6.6 percent was reported in earnings on projects operated by the WPA. Assistance payments from private funds also were less than in the previous year. Total payments for the special types of public assistance, on the other hand, were 12.0 percent larger in January 1941. Monthly assistance payments for old-age assistance were 11.1 percent greater; for aid to dependent children, 15.4 percent; and for aid to the blind, 4.9 percent.

The change from December in aggregate expenditures for all areas combined reflects increases in total payments in 60, and decreases in 56, of the 116 urban areas. In 25 areas increases from December were 10 percent or more. Significant decreases were reported for 18 areas.

General Relief Operations of Public Agencies in Selected Large Cities

Beginning with this issue, publication in the Bulletin of monthly data on general relief operations in selected large cities will be discontinued. In the future, detailed analysis of these data will be published in the Bulletin semiannually. Monthly data are available in a release entitled "Comparative Statistics of General Relief Operations of Public Agencies in Selected Large Cities."

Table 18.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban area, January 1941

[Corrected to Mar. 20, 1941]

State and urban area	Area included	Total ¹	Public funds						Private funds ¹	Percentage change in total from—	
			Total	Old-age assistance	Aid to dependent children ²	Aid to the blind ³	General relief ²	WPA earnings ⁴		December 1940	January 1940
Alabama:											
Birmingham	County	\$463,381	\$462,898	\$22,614	\$22,499	\$873	\$6,406	\$410,506	\$483	+22.3	+10.6
Mobile	do.	129,243	128,936	7,203	1,956	137	897	118,743	307	-9.7	-6.8
California:											
Los Angeles	do.	5,614,057	5,587,525	2,346,650	256,803	166,038	1,105,712	1,712,322	26,532	-2	-10.1
Oakland	do.	1,192,221	1,189,491	327,663	51,304	24,999	137,968	647,637	2,730	+14.2	-16.2
Sacramento	do.	302,034	300,058	142,462	21,677	7,462	35,449	93,008	1,976	+4.4	-11.3
San Diego	do.	608,650	607,199	299,994	32,464	13,199	59,239	202,303	1,451	-3.1	-14.4
San Francisco	do.	1,491,733	1,471,020	437,025	58,666	20,829	211,517	736,983	20,713	-2.6	-19.8
Colorado: Denver	do.	894,828	891,510	401,456	63,398	4,079	70,907	351,670	3,318	+10.3	+1.8
Connecticut:											
Bridgeport	City	181,372	178,687	37,576	6,276	759	* 31,305	102,771	2,685	+19.0	-7.9
Hartford	do.	250,494	238,736	58,794	6,908	946	* 91,224	80,864	11,758	+2.2	-11.2
New Britain	do.	51,373	51,143	13,534	2,448	94	* 5,290	26,807	230	-11.0	-33.1
New Haven	do.	257,070	254,115	57,768	7,648	1,068	* 57,308	130,323	2,955	+3.9	-13.7
Delaware: Wilmington	County	173,711	169,871	17,800	12,141	-----	23,794	116,136	3,840	-7.1	-4
Dist. of Col.: Washington	City	800,083	780,586	88,936	35,920	6,040	62,453	597,257	* 19,497	-12.0	+13.6
Florida:											
Jacksonville	County	335,305	334,255	48,438	9,512	3,254	6,173	266,878	1,050	-5.6	-9.1
Miami	do.	140,096	132,177	38,631	12,092	2,535	6,137	72,782	7,919	-3.2	-8
Georgia: Atlanta	do.	523,329	516,400	53,336	23,034	2,599	25,907	426,524	6,929	+5.2	+29.0
Illinois:											
Chicago	do.	8,061,734	7,975,856	1,281,653	78,604	69,936	2,449,812	4,095,851	85,878	+3.2	-2.0
Springfield	do.	266,359	263,846	57,223	2,565	4,451	84,666	144,941	2,513	+4	-2.8
Indiana:											
Evansville	do.	256,716	255,816	43,349	23,564	1,659	64,079	123,165	900	-3.9	-13.5
Fort Wayne	do.	190,662	188,460	45,506	21,188	1,425	30,610	99,731	2,202	-2.4	-19.0
Indianapolis	do.	772,281	764,557	137,754	70,340	6,897	95,886	453,680	7,724	+26.5	-4.2
South Bend	do.	207,127	206,550	40,795	20,729	1,025	40,568	103,433	677	-2.9	-20.2
Terre Haute	do.	349,574	348,394	59,494	24,011	2,306	31,474	231,209	* 1,180	+34.3	+16.2
Iowa:											
Des Moines	do.	497,279	496,139	99,449	3,657	5,882	79,281	307,870	1,140	-1.0	+3
Sioux City	do.	205,391	204,632	48,511	4,079	1,937	64,273	85,832	759	+5.0	-4.9
Kansas:											
Kansas City	do.	306,883	306,620	36,650	16,431	2,177	26,007	225,355	263	+21.1	+10.9
Topeka	do.	130,374	129,179	21,639	8,269	1,259	11,619	86,393	1,195	-20.9	(9)
Wichita	do.	219,120	218,165	46,805	18,978	2,179	66,593	83,610	955	-1.8	+16.9
Kentucky: Louisville	do.	353,628	348,161	41,874	16,015	-----	31,699	258,573	5,467	+20.3	+76.4
Louisiana:											
New Orleans	Parish	969,887	959,895	81,268	122,202	6,834	52,107	697,484	* 9,992	+4.2	-5.6
Shreveport	do.	69,964	69,820	21,127	19,797	827	10,996	17,073	144	-4	+20.1
Maine: Portland	City	101,586	99,957	18,794	4,668	1,227	* 18,558	56,710	1,629	-6.3	-2
Maryland: Baltimore	do.	680,122	666,155	163,215	128,901	9,415	167,533	197,091	13,967	-4.7	-13.7
Massachusetts:											
Boston	do.	2,554,596	2,478,827	485,033	273,110	8,002	440,991	1,271,691	75,769	-14.0	-12.9
Brookton	do.	204,001	201,590	58,146	8,146	398	38,701	96,199	2,411	-4.2	-7.6
Cambridge	do.	328,566	325,076	50,000	27,378	925	79,515	167,258	3,490	+21.8	+16.7
Fall River	do.	265,697	265,567	60,259	13,010	818	64,771	126,709	130	-1.5	-11.7
Lawrence	do.	168,704	167,288	48,260	6,270	591	* 35,766	76,390	1,416	-18.4	-22.4
Lowell	do.	304,216	301,942	72,571	16,008	948	55,456	156,959	2,274	-16.5	-28.4
Lynn	do.	267,046	263,878	80,207	12,389	807	59,099	111,376	3,168	+2.0	-7.5
Malden	do.	167,386	167,353	34,605	7,038	352	35,833	89,525	33	+29.5	+32.5
New Bedford	do.	241,579	240,301	81,781	12,882	1,084	36,369	108,185	1,278	-7.3	+14.3
Newton	do.	98,394	96,891	21,013	9,615	152	23,628	42,483	1,503	+19.0	-11.4
Springfield	do.	347,712	345,268	89,100	23,905	927	80,319	151,017	2,444	+6.6	-8.3
Worcester	do.	412,777	408,259	102,834	29,370	717	121,842	153,496	4,518	+8.7	-8.8
Michigan:											
Detroit	County	3,155,311	3,140,526	263,211	379,645	5,834	876,333	1,615,503	* 14,785	+1.4	-9.5
Flint	do.	386,382	386,224	55,743	29,549	639	44,706	255,587	158	+21.5	+15.5
Grand Rapids	do.	387,464	386,894	106,239	30,764	2,090	64,899	182,902	570	-2	-11.1
Pontiac	do.	245,007	244,854	52,429	26,913	1,358	27,715	136,439	153	+14.3	-23.4
Saginaw	do.	182,081	181,646	29,876	18,762	808	31,005	101,195	435	+28.3	-19.2
Minnesota:											
Duluth	do.	605,170	600,826	99,817	38,325	2,772	152,237	307,675	4,344	+9	-18.5
Minneapolis	do.	1,361,463	1,354,260	287,505	56,667	6,986	309,858	694,244	7,203	+3.1	-3.3
St. Paul	do.	650,027	645,896	110,092	29,262	3,436	206,678	293,428	4,131	-8.4	-11.6
Missouri:											
Kansas City	do.	729,785	717,671	210,519	28,087	* 9,257	106,786	363,022	12,114	+13.9	-17.6
St. Louis	City and county	1,461,292	1,436,788	294,108	92,132	* 15,102	143,872	891,574	24,804	+7.0	+51.4
Nebraska: Omaha	County	482,298	471,741	92,538	* 42,086	2,638	29,285	305,194	10,557	-3	+13.8
New Jersey:											
Jersey City	City	270,700	270,241	28,276	27,079	1,135	79,603	134,148	* 459	+4	-26.5
Newark	do.	928,762	925,646	68,268	67,609	2,716	302,703	484,350	3,116	+6.1	-16.3
Trenton	do.	181,157	178,911	17,930	14,266	853	24,592	121,270	* 2,246	+5.1	+19.2

See footnotes at end of table;

Table 18.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban area, January 1941—Continued

[Corrected to Mar. 20, 1941]

State and urban area	Area included	Total ¹	Public funds						Private funds ²	Percentage change in total from—	
			Total	Old-age assistance	Aid to dependent children ³	Aid to the blind ⁴	General relief ⁵	WPA earnings ⁶		December 1940	January 1940
New York:											
Albany	City	\$148,253	\$146,532	\$16,901	\$5,548	\$864	\$62,053	\$61,166	\$1,721	+15.7	-0.5
Buffalo	County	1,134,847	1,121,598	124,973	60,676	3,857	587,251	344,841	13,249	-1.4	-21.3
New Rochelle	City	83,699	83,100	13,516	8,339	0	54,768	6,477	599	+3.9	-24.5
New York	do	16,353,637	16,142,444	1,614,595	1,095,955	44,671	6,370,304	7,016,919	6 211,193	-3	-2.6
Niagara Falls	do	82,857	81,942	10,375	8,178	137	50,001	13,251	915	+6	-24.5
Rochester	do	643,300	639,988	142,337	42,965	2,636	328,581	123,469	3,312	+9	-13.4
Syracuse	County	480,600	476,409	82,776	21,774	1,799	222,496	147,564	4,191	+10.0	-17.7
Utica	City	145,531	142,708	33,354	12,079	459	56,478	40,338	2,823	+9	-14.2
Yonkers	do	239,870	238,343	21,110	18,815	555	96,722	101,141	1,527	+7.1	-22.0
North Carolina:											
Asheville	County	108,351	108,351	14,701	7,396	707	2,273	83,274	763	-9.9	-10.2
Charlotte	do	122,642	121,879	17,333	8,105	1,266	6,003	89,172	* 74	+12.8	+36.6
Greensboro	do	92,133	92,059	17,592	9,433	1,049	1,605	62,380	1,162	-1.3	+5.0
Winston-Salem	do	149,873	148,711	15,169	7,514	821	10,057	115,150		+26.3	+28.0
Ohio:											
Akron	do	671,412	668,720	92,716	14,243	1,968	99,251	460,542	2,692	-3	-20.6
Canton	do	278,763	278,493	100,171	13,860	1,933	28,415	134,114	270	-4.4	-12.8
Cincinnati	do	969,536	953,803	225,746	41,426	5,124	246,060	435,447	15,533	-1.4	+2.9
Cleveland	do	2,312,982	2,273,234	259,299	107,022	8,997	604,201	1,293,715	39,748	-6.3	-21.6
Columbus	do	660,624	658,478	197,646	22,234	6,016	116,904	315,078	2,146	-6.5	-13.0
Dayton	do	436,802	434,977	144,477	14,424	2,525	74,330	199,221	1,825	-3.4	-11.0
Springfield	do	701,527	700,939	149,377	18,135	4,604	102,372	426,451	* 588	+7	-6.7
Toledo	do	331,186	330,712	58,273	16,106	3,544	39,216	213,573	474	+9.7	-4.7
Youngstown	do	217,087	216,296	31,352	21,746	2,849	* 5,952	88,397	6,791	+5.4	+9.4
Oklahoma: Tulsa	do	530,642	548,722	166,624	24,483	4,791	* 92,983	259,891	* 1,870	+1.8	-3.6
Oregon: Portland	do										
Pennsylvania:											
Allentown	do	150,038	149,402	25,140	15,681	6,163	17,043	85,375	636	-5.1	-19.2
Altoona	do	262,626	262,541	32,706	31,727	7,090	37,161	153,887	85	-9	-2
Bethlehem	do	176,942	176,202	25,636	15,357	5,625	19,543	110,041	740	-7.1	-15.3
Chester	do	190,032	187,941	33,503	25,370	8,369	17,003	103,096	* 2,091	-2.1	-18.9
Erie	do	247,683	247,524	32,050	33,038	8,057	36,672	117,707	159	-19.3	-29.8
Johnstown	do	300,576	300,119	36,335	41,915	7,686	43,686	170,497	457	(1)	-7.3
Philadelphia	do	4,212,551	4,166,560	528,730	552,283	75,687	1,442,573	1,569,287	* 45,991	+14.5	-7.3
Pittsburgh	do	2,693,398	2,676,770	301,287	296,395	39,106	809,785	1,230,197	16,628	+5.6	-5.2
Reading	do	314,984	313,927	45,284	23,977	9,801	47,686	187,179	* 1,057	-29.5	-29.8
Scranton	do	800,850	797,835	75,310	78,426	12,368	316,048	315,683	* 3,015	-9	-7.0
Wilkes-Barre	do	1,008,170	1,006,915	88,985	138,687	16,949	325,127	437,167	1,255	-16.9	-21.5
Rhode Island: Providence	City	489,973	483,575	64,210	22,493	726	150,438	245,708	6,398	+4.5	-4.9
South Carolina: Charleston	County	148,270	147,603	8,354	4,580	679	2,606	131,384	* 667	-23.5	-16.1
Tennessee:											
Knoxville	do	160,185	160,185	18,005	20,903	797	2,270	118,120		-25.5	-18.7
Memphis	do	253,338	247,682	51,090	25,398	3,185	1,356	166,653	5,656	-10.1	+1.8
Nashville	do	233,352	231,629	41,919	27,663	2,661	2,465	156,921	1,723	+1.4	-11.5
Texas:											
Dallas	do	310,727	306,115	113,146	689		13,955	178,325	4,612	+16.8	+14.0
El Paso	do	60,473	59,641	11,163			93	48,385	832	-2.5	-32.1
Fort Worth	do	301,408	300,711	76,383			10,374	213,954	697	+5.0	+5.0
Houston	do	348,195	343,802	89,027			23,599	231,176	4,393	-10.8	+19.4
San Antonio	do	413,987	409,082	85,069				323,983	4,905	+36.8	+25.2
Utah: Salt Lake City	do	468,794	466,525	111,938	56,038	1,581	68,737	228,231	* 12 2,269	+5.0	+2.1
Virginia:											
Norfolk	City	89,626	88,724	10,534	5,779	875	2,138	69,448	* 852	-7.2	+12.2
Richmond	do	213,734	206,120	15,741	9,307	1,171	13,335	166,566	13 7,614	+11.8	+44.1
Roanoke	do	37,173	37,173	5,169	3,579	456	1,566	26,403		+15.2	+48.6
Washington:											
Seattle	County	686,679	680,712	255,305	40,095	8,744	107,365	269,203	* 5,967	-8.7	-15.7
Tacoma	do	299,293	299,293	103,406	17,326	2,597	26,731	149,233		-15.4	-30.4
West Virginia: Huntington	do	135,486	134,885	12,420	6,879	938	6,089	108,559	601	+6.7	+12.9
Wisconsin:											
Kenosha	do	144,962	144,896	30,273	17,204	1,317	33,554	62,548	66	-14.1	-24.5
Madison	do	238,115	237,710	52,687	28,119	1,551	38,060	117,293	405	+1.7	-11.1
Milwaukee	do	1,860,876	1,849,920	250,836	114,962	9,632	447,047	1,027,443	10,956	+2.3	-4.2
Racine	do	139,023	138,320	32,144	20,677	991	26,076	58,432	703	-19.1	-25.2

¹ Excludes cost of administration, of materials, equipment, and other items incident to operation of work programs, and of transient care. Data for assistance programs include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

² Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

³ Includes direct and work relief and statutory aid to veterans administered on basis of need.

⁴ Data from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all

pay-roll periods ended during month. Data are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

⁵ Includes direct and work relief and aid to veterans.

⁶ Includes estimate.

⁷ Includes Fulton and DeKalb Counties.

⁸ Decrease of less than 0.05 percent.

⁹ Estimated.

¹⁰ Data for county.

¹¹ Increase of less than 0.05 percent.

¹² Incomplete, since data are not obtainable for 1 relief program.

¹³ Data for city of Richmond and for Chesterfield and Henrico Counties.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • RESEARCH AND STATISTICS DIVISION

Operations of the Employment Security Program

Labor-Market Developments

The completion of major military construction projects in many sections of the country has caused a marked shift to industrial and residential building, accompanied by the beginning of production in newly built plants. The demand for construction workers has declined somewhat, and ample reserves of skilled construction workers are reported available in many States to meet any spring demand for work on public and private residential developments, factories, and additional defense projects. Employment in manufacturing reached record levels despite delays in receipt of raw materials and increasing shortages of space, machinery, and key skilled workers. Completion of expansion programs in plants with defense orders has resulted in a gradual upswing in the demand for production workers in many fields. Consumer-goods industries have also added large numbers of workers.

Employment increases in munitions and aircraft plants, shipyards, machine shops, textile mills, garment factories, and in many other industries have been accompanied by further reductions in the number of available skilled workers. There have been no significant additions to the supply of skilled metal workers, machinists, and tool and die makers, occupations in which shortages have contributed to delays in production for several months. Development of general stringencies in other occupations and more widespread local shortages in other skilled occupations appear likely. Although many of the shortages probably still result from relatively low wages, rather than from a deficiency of competent workers, offers of higher wages appear to be less effective than heretofore in producing needed workers. Many of the thousands of trained workers who will be sought during the spring and summer by aircraft plants, shipyards, machine shops, machine-tool concerns, textile mills, garment and shoe factories, and a variety of other types of establishments may not be available, unless rapid changes occur in training, upgrading, and simplifying production processes.

Evidence of such developments is limited. More vocational training courses have been started, training facilities have been set up in new areas, and enrollment in established courses has increased considerably; but the reported numbers of enrollees and graduates of such courses appear to be on a scale much smaller than estimated needs in fields in which stringencies are becoming serious. More employers are attempting to solve their labor-supply problems by simplifying skilled operations to permit the hiring of larger numbers of unskilled workers, by in-service training and upgrading, and by less rigid physical and personal specifications for new workers.

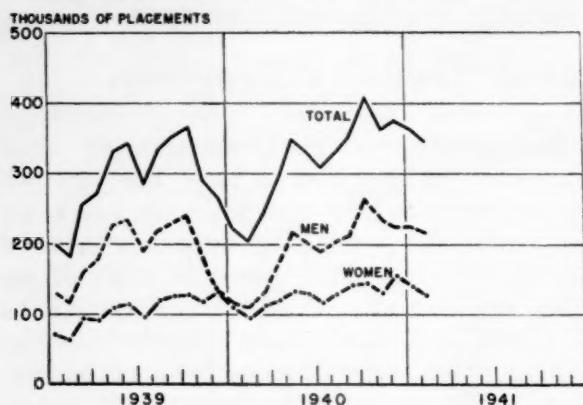
Not for some time will it be possible to measure the significance of the movement of farm workers to the factories. There are many indications, however, that agricultural areas need more hands for spring planting than are available, either because farm workers have already gone to the cities or because some are holding out for higher wages.

The hiring of women for jobs usually performed only by men appears to have increased very slightly; the employment of skilled Negro workers in plants which have hitherto hired skilled white workers exclusively has been increasingly reported. Public employment offices in many sections, however, report continued discrimination against competent workers because of race, nationality, or sex.

Review of the Month

In each of the past 3 years the daily rate of placements has been the same in February as in January, while that of compensable claims and of payments has been higher. This year these patterns were altered as the result of the increasing influence of the defense program on the volume of employment, which reached the highest February level on record. The fact that compensable claims did not increase this year is probably attributable to reemployment during February of many workers who filed claims in January. Benefit payments declined 12 percent from January to \$34.6 million, which was 22 percent lower than

Chart 1.—Placements of men and women by public employment offices, January 1939–February 1941



in February 1940. An average of 806,000 individuals received benefit payments during the month, a 2.4-percent decline from January 1941 and an 18-percent decrease from February 1940. A minimum of 910,000 workers received at least one payment during February 1941.

The activities of the public employment offices during February continued to reflect the increasing labor needs of the expanding defense program. Although the shorter work month resulted in a 5.1-percent decline—to 345,000—in the number of placements, the daily rate of placements was 8 percent higher than in January. Moreover, placements made in February 1941 were 70 percent higher than in February 1940 and 90 percent higher than in February 1939. Total placements in January and February 1941 were 67 percent higher than the corresponding 2-month period of 1940. As in the previous month, more than two-thirds of the jobs filled in February were expected to last longer than a month, an appreciably higher proportion than the figure for February 1940. Despite the sharp decline in applications for work, registrants in active files of public employment offices at the end of February numbered 5.1 million, practically the same as on January 31, 1941.

Placement Activities

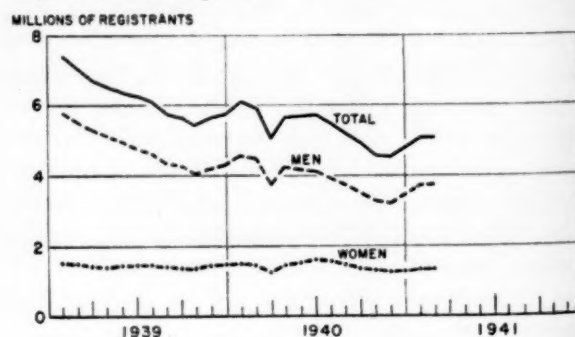
Although the total number of placements declined in the country as a whole, 18 States reported more placements in February than in January (table 1). Outstanding gains were reported by Louisiana, Missouri, New Mexico, North Carolina, Virginia, and West Virginia. Sharp declines in

Florida and South Carolina reflected the curtailment of large-scale placements on military projects. All but 3 States filled more jobs during the first 2 months of 1941 than in the same period last year. Placements from two to five times as numerous as those last year were made in January and February this year in Arkansas, Florida, Kansas, Missouri, North Carolina, Rhode Island, South Carolina, Tennessee, Virginia, and Wyoming. North Carolina, where cantonment construction has been especially heavy, led all other States, with more than 45,000 regular placements in the first 2 months of 1941. Texas had 41,000 and New York 37,000 regular placements.

The largest proportions of regular placements—all more than 90 percent—were reported by North Carolina, South Carolina, and Wyoming. Between 80 and 85 percent of all placements in Florida, Louisiana, Mississippi, Missouri, New Mexico, Rhode Island, and Tennessee were also expected to last longer than a month. In Arkansas, the District of Columbia, Oklahoma, North Dakota, South Dakota, and Utah, however, less than half the placements made in January and February were of a regular nature. The District of Columbia makes many placements in domestic-service occupations, and offices in the other jurisdictions fill many short-time agricultural jobs. Supplementary placements totaled 67,000, a decline of 27 percent from January but nearly three times the number in February 1940.

Except for Rhode Island, every State reported a decline in February in applications for jobs; the 1.4 million received during the month represented a decrease of 25 percent from January. The number of registrants in State active files totaled 5.1 million, practically the same number as on Janu-

Chart 2.—Active file of men and women registrants at public employment offices as of end of month, January 1939–February 1941



ary 31 but fewer than in any February since the establishment of the United States Employment Service. In Oklahoma and Washington, the numbers of job seekers were 49 percent and 58 percent

lower than a year ago, and reductions of 30 percent or more were shown in Alabama, Arkansas, Connecticut, Hawaii, Maryland, Michigan, South Carolina, Vermont, and Wyoming. Of the 12

Table 1.—Placement activities of public employment offices for all registrants, by State, February 1941

[Data reported by State agencies, corrected to Mar. 22, 1941]

Social Security Board region and State	Complete placements								Sup- ple- men- tary place- ments	Total applications received		Active file		
	February 1941				January-February 1941					Number	Percent- age change from January 1941	Number as of Feb. 28, 1941	Percentage change from—	
	Num- ber	Percentage change from—		Regular (over 1 month)	Total		Regular						Jan. 31, 1941	Feb. 29, 1940
		Janu- ary 1941	Febru- ary 1940		Num- ber	Percentage change from Janu- ary-Febru- ary 1940	Num- ber	Per- cent of total						
Total.....	344,576	-5.1	+69.5	238,379	707,739	+66.8	481,855	68.1	67,132	1,371,429	-24.9	5,095,429	(1)	-13.9
Region I:														
Connecticut.....	7,269	+3.9	+98.3	5,758	14,265	+85.7	10,737	75.3	63	23,263	-18.3	57,323	+3.7	-29.7
Maine.....	1,975	+9.4	+56.7	1,526	3,780	+47.0	2,790	73.8	6	9,372	-15.0	33,793	+2.0	-2.8
Massachusetts.....	6,268	+2.6	+112.1	5,154	12,377	+85.3	9,504	76.8	69	47,910	-20.1	217,186	+7.9	+26.1
New Hampshire.....	1,725	+3.7	+9.8	1,428	3,388	+1.7	2,654	78.3	170	5,230	-36.5	16,263	-15.1	-14.1
Rhode Island.....	1,708	+2	+222.9	1,456	3,412	+176.9	2,866	84.0	3	10,094	+2.5	35,991	+39.4	-22.5
Vermont.....	758	-14.2	+20.5	433	1,641	+34.5	980	59.7	9	2,584	-15.5	12,380	-5	-34.1
Region II:														
New York.....	32,762	-3.3	+75.4	17,994	66,637	+74.7	37,164	55.8	1,802	145,446	-28.0	507,110	-2.6	-17.4
Region III:														
Delaware.....	1,237	+2.6	+87.1	787	2,442	+66.7	1,318	54.0	13	3,717	-28.1	11,563	+3.7	-26.7
New Jersey.....	11,356	-8.9	+25.8	7,443	23,822	+36.5	15,481	65.0	24	44,019	-35.2	207,790	-7	-28.8
Pennsylvania.....	13,619	-9.9	+52.5	10,085	28,736	+54.8	20,582	71.6	868	119,223	-16.1	388,476	-8	-7.8
Region IV:														
Dist. of Col.....	4,266	-14.2	+68.9	2,002	9,238	+61.0	4,177	45.2	1	12,066	-29.6	29,431	+2.3	-25.5
Maryland.....	4,384	-6.4	+84.4	3,143	9,068	+72.9	6,330	69.8	2	19,923	-14.4	50,606	-2.8	-32.2
North Carolina.....	29,620	+52.6	+482.6	27,745	49,024	+382.3	45,290	92.3	7,854	45,745	-31.9	105,463	-5.9	+5
Virginia.....	9,807	+35.1	+196.1	7,917	17,066	+140.6	13,269	77.8	95	20,714	-4.8	47,488	+7	-20.7
West Virginia.....	3,298	+22.3	+60.5	2,401	5,940	+48.8	4,078	68.6	298	18,731	-17.6	65,624	+3.4	-15.2
Region V:														
Kentucky.....	2,567	-26.1	+63.2	1,888	6,042	+91.9	4,624	76.5	136	19,745	-26.2	92,297	+3.8	+4.2
Michigan.....	9,549	-4.1	+35.8	6,561	19,506	+35.8	13,322	68.3	173	64,638	-18.9	148,123	+9.1	-31.2
Ohio.....	15,846	-6.6	+67.2	9,747	32,803	+65.2	19,799	60.4	330	66,421	-18.7	310,134	+1.3	+8.4
Region VI:														
Illinois.....	16,406	-3.7	+61.0	10,373	33,438	+48.9	21,302	63.7	833	74,279	-18.4	231,971	+5.3	+29.2
Indiana.....	7,979	-16.6	+42.3	5,480	17,550	+53.3	12,415	70.7	503	31,938	-31.8	167,806	+5.7	-6.4
Wisconsin.....	6,029	-11.4	+38.8	3,870	12,838	+38.8	8,070	62.9	309	23,413	-35.9	115,818	+4.6	-27.6
Region VII:														
Alabama.....	3,120	-17.3	+8.8	2,276	6,893	+16.3	5,218	75.7	154	18,781	-25.5	93,640	+5.8	-33.0
Florida.....	6,885	-37.9	+144.4	5,416	17,976	+167.6	15,296	85.1	102	23,845	-15.7	78,964	+5.3	+22.0
Georgia.....	6,489	-21.0	+6.3	4,446	14,705	+24.8	10,577	71.9	71	22,750	-28.2	133,192	-6.6	-27.0
Mississippi.....	2,261	-5	-2.9	1,854	4,533	-9.3	3,650	80.5	123	13,500	-31.8	58,388	-4.1	-8.0
South Carolina.....	6,082	-50.4	+115.8	5,307	18,340	+272.8	16,835	91.8	156	12,267	-47.5	45,779	-8.7	-35.6
Tennessee.....	6,726	-19.4	+108.9	5,489	15,071	+120.3	12,194	80.9	8,155	18,691	-25.0	120,289	+3.3	-15.3
Region VIII:														
Iowa.....	5,042	+3.4	+11.2	2,891	9,916	+4	5,624	56.7	765	16,861	-35.8	76,316	-3.6	-23.7
Minnesota.....	3,911	-2.7	+25.3	2,368	7,930	+22.0	4,785	60.3	170	23,499	-28.6	111,017	-1.3	-25.7
Nebraska.....	1,497	-4.8	+14.5	858	3,069	+7.5	1,700	55.4	29	9,568	-21.3	48,066	+4.8	+9.5
North Dakota.....	1,059	-25.3	+27.7	602	2,477	+36.6	1,236	49.9	21	5,830	-11.6	30,687	+13.9	+3.6
South Dakota.....	734	-17.9	+27.0	334	1,628	+23.9	677	41.6	17	3,344	-25.7	23,300	+1.1	-26.4
Region IX:														
Arkansas.....	4,741	-25.4	+167.1	2,088	11,100	+172.4	5,508	49.6	4,767	10,041	-36.3	40,193	+2	-30.0
Kansas.....	4,528	-22.3	+99.7	2,253	10,359	+120.4	6,147	59.3	183	18,980	-17.6	61,129	-5	+1.9
Missouri.....	17,172	+48.0	+237.8	15,117	28,771	+174.9	24,243	84.3	495	48,667	-26.6	196,149	-3.1	+2.9
Oklahoma.....	3,013	+4.0	+2.7	1,438	5,910	-3	2,824	47.8	760	19,379	-18.4	46,680	+8.5	-48.6
Region X:														
Louisiana.....	7,769	+48.4	+109.4	6,733	12,903	+74.6	11,002	85.3	6,898	30,572	-6.4	121,763	+2	+25.4
New Mexico.....	1,919	+89.6	+128.4	1,646	2,931	+56.4	2,336	79.7	326	6,874	-10.9	30,390	+6.3	-13.5
Texas.....	30,269	-24.2	+23.8	16,880	70,206	+38.3	41,069	58.5	17,220	62,708	-39.8	247,704	-3.7	-7.9
Region XI:														
Arizona.....	2,308	-8.3	+4	1,449	4,824	-13.1	3,072	63.7	5,931	5,268	-28.5	19,000	-1.4	-25.3
Colorado.....	1,987	-21.6	-4.7	1,133	4,520	+5.0	2,364	52.3	58	14,759	-19.5	62,364	+7.0	-6.4
Idaho.....	1,161	+5.2	+4.6	710	2,264	+11.1	1,335	59.0	168	7,438	-29.8	20,829	+3.3	+30.0
Montana.....	761	+11.2	+18.7	510	1,445	+13.2	936	64.8	139	5,231	-21.2	24,012	+4.5	-22.9
Utah.....	916	-36.9	+83.6	525	2,367	+30.0	1,019	43.0	52	6,477	-29.6	22,858	-2.9	-12.3
Wyoming.....	1,713	-1.9	+459.8	1,567	3,460	+383.2	3,142	90.8	2	2,817	-52.0	7,759	-6	-31.8
Region XII:														
California.....	22,034	-8.2	+50.7	13,062	46,031	+34.8	26,557	57.7	3,891	107,398	-24.2	412,962	-4.8	-24.8
Nevada.....	948	+15.5	+35.0	570	1,769	+13.7	1,012	57.2	97	2,287	-26.5	6,162	+1.6	-7.2
Oregon.....	5,456	-1.2	+105.3	3,824	10,979	+68.2	6,864	62.5	908	18,091	-22.4	41,644	-2.0	-17.8
Washington.....	4,317	-12.3	-1.0	2,887	9,240	+4.2	5,871	63.5	1,878	24,186	-30.8	52,933	-23.1	-57.8
Territories:														
Alaska.....	478	+13.5	+19.2	244	899	+4.6	455	50.6	17	778	-15.8	1,977	+2.6	-22.9
Hawaii.....	942	-25.7	+49.5	711	2,210	+53.8	1,585	71.7	18	2,075	-1.9	6,907	-7.2	-33.1

¹ Increase of less than 0.05 percent.

States with greater numbers of registrants this February than last, Idaho, Illinois, Louisiana, and Massachusetts showed the largest increases, 25 percent or more.

Among all placements completed by public employment offices, 217,000 jobs were filled by men

and 128,000 by women (table 2). Placements of men were double the number made in February 1940, while placements of women increased by one-third. These respective increases were equivalent to those shown in the previous month; the sharper increase in placements of men reflects the

Table 2.—Placement activities of public employment offices for men and women, by State, February 1941

[Data reported by State agencies, corrected to Mar. 22, 1941]

Social Security Board region and State	Men						Women					
	Complete placements				Active file		Complete placements				Active file	
	Number	Percent- age change from February 1940	Regular (over 1 month)	Total applica- tions received	Number as of Feb. 28, 1941	Percent- age change from Feb. 29, 1940	Number	Percent- age change from February 1940	Regular (over 1 month)	Total applica- tions received	Number as of Feb. 28, 1941	Percent- age change from Feb. 29, 1940
Total.....	217,008	+101.1	162,836	985,150	3,755,452	-16.0	127,568	+33.7	75,543	386,279	1,339,977	-7.4
Region I:												
Connecticut.....	4,722	+111.8	3,993	15,852	38,308	-32.5	2,547	+77.4	1,765	7,411	19,015	-23.3
Maine.....	1,207	+90.7	951	7,349	20,418	-2.5	768	+22.5	575	2,023	7,375	-4.0
Massachusetts.....	3,310	+119.1	2,796	32,660	140,863	+27.7	2,958	+104.8	2,358	15,250	76,323	+23.2
New Hampshire.....	1,333	+12.3	1,141	3,860	11,283	-16.4	392	+2.1	287	1,376	4,980	-8.4
Rhode Island.....	912	+309.0	791	6,274	22,992	-16.0	796	+160.1	665	3,820	12,999	-31.8
Vermont.....	407	+24.1	246	2,028	9,372	-31.2	351	+16.6	187	556	3,008	-41.6
Region II:												
New York.....	13,839	+61.6	9,223	94,841	346,963	-20.3	18,923	+87.1	8,771	50,605	160,147	-10.4
Region III:												
Delaware.....	549	+165.2	474	2,549	8,057	-30.3	688	+51.5	313	1,168	3,506	-17.2
New Jersey.....	4,093	+12.8	3,676	27,587	136,222	-31.0	6,663	+37.0	3,767	16,432	71,568	-24.5
Pennsylvania.....	7,040	+60.4	5,637	86,117	289,553	-10.8	6,579	+39.9	4,448	33,106	98,923	+2.0
Region IV:												
District of Columbia.....	1,524	+74.8	854	7,360	19,368	-26.3	2,742	+65.8	1,148	4,706	10,063	-23.7
Maryland.....	2,862	+102.3	2,140	13,656	35,926	-37.2	1,522	+58.0	1,003	6,267	14,680	-16.0
North Carolina.....	26,989	+827.4	26,014	37,685	79,544	+8.8	2,631	+21.0	1,731	8,060	23,919	-18.5
Virginia.....	7,000	+209.1	6,067	14,922	33,453	-24.8	2,807	+80.2	1,850	5,792	14,035	-8.8
West Virginia.....	1,825	+118.3	1,565	14,385	54,427	-16.6	1,443	+20.2	836	4,346	11,197	-7.7
Region V:												
Kentucky.....	1,649	+113.6	1,318	15,309	73,919	+4.5	918	+14.6	570	2,436	18,378	+3.2
Michigan.....	5,622	+49.8	4,084	46,985	114,877	-32.2	3,927	+19.7	2,477	17,653	33,246	-27.4
Ohio.....	8,138	+105.2	5,348	45,596	227,744	+2.9	7,708	+39.9	4,399	20,825	82,390	+27.3
Region VI:												
Illinois.....	9,665	+129.8	6,278	53,488	171,678	+30.9	6,741	+12.6	4,095	20,791	60,293	+24.8
Indiana.....	4,046	+95.1	2,926	21,925	122,471	-11.8	3,933	+11.4	2,554	10,013	45,035	+12.6
Wisconsin.....	3,351	+64.5	2,122	15,502	88,375	-31.9	2,678	+16.0	1,748	7,911	27,443	-8.8
Region VII:												
Alabama.....	1,673	-10.0	1,124	15,587	74,846	-34.4	1,447	+43.6	1,152	5,194	18,794	-26.8
Florida.....	5,376	+225.2	4,368	18,215	57,892	+20.4	1,509	+29.6	1,048	5,630	21,072	+26.7
Georgia.....	4,484	+8.8	2,895	14,979	93,456	-31.0	2,005	+1.0	1,551	7,771	39,736	-15.5
Mississippi.....	1,352	-6.6	1,094	9,664	45,331	-15.1	909	+3.3	760	3,836	13,057	+29.7
South Carolina.....	4,830	+130.8	4,309	8,836	33,791	-40.0	1,252	+72.4	998	3,431	11,988	-13.4
Tennessee.....	4,273	+189.5	3,773	13,139	85,151	-19.6	2,453	+40.7	1,716	5,552	35,138	-2.9
Region VIII:												
Iowa.....	2,902	+21.4	1,740	11,978	58,695	-23.8	2,140	-1.1	1,151	4,883	17,621	-23.1
Minnesota.....	1,746	+32.7	1,093	16,571	87,032	-24.9	2,165	+19.9	1,275	6,928	23,985	-28.4
Nebraska.....	897	+17.6	479	7,330	39,138	+11.2	600	+10.3	379	2,238	8,948	+2.7
North Dakota.....	402	+42.6	267	4,348	23,896	(1)	657	+20.1	335	1,472	6,791	+19.0
South Dakota.....	328	+47.1	151	2,480	17,880	-27.7	406	+14.4	183	864	5,430	-21.5
Region IX:												
Arkansas.....	3,002	+273.4	1,226	7,778	31,883	-31.2	1,739	+79.1	862	2,263	8,310	-25.2
Kansas.....	2,978	+124.6	1,490	14,850	49,170	-1.1	1,550	+64.7	763	4,130	11,959	+16.1
Missouri.....	14,156	+487.4	13,066	36,902	151,592	+5.7	3,016	+12.8	2,051	11,765	44,557	-5.7
Oklahoma.....	1,335	-8.1	558	15,371	37,884	-49.0	1,678	+13.4	880	4,008	8,796	-46.4
Region X:												
Louisiana.....	5,785	+241.1	5,347	25,043	102,178	+29.3	1,924	-3.1	1,386	5,529	19,585	+8.5
New Mexico.....	1,516	+223.9	1,374	5,921	26,360	-11.3	403	+8.3	272	953	4,030	-25.5
Texas.....	21,363	+34.6	12,099	48,264	198,200	-3.4	8,906	+3.9	4,781	14,444	49,604	-22.6
Region XI:												
Arizona.....	1,440	-1.6	1,045	3,910	15,306	-28.0	868	+4.0	404	1,358	3,694	-11.2
Colorado.....	994	-17.4	519	7,291	47,568	-12.4	993	+12.4	614	3,468	14,796	+19.9
Idaho.....	617	+15.5	375	6,342	18,709	+30.4	544	-5.6	335	1,096	2,120	+27.5
Montana.....	435	-2.9	313	4,248	20,407	-21.9	326	+68.9	197	983	3,605	-27.8
Utah.....	618	+197.1	365	5,166	19,014	-12.5	298	+2.4	160	1,311	3,844	-11.3
Wyoming.....	1,599	+750.5	1,516	2,256	6,405	-31.9	114	-3.4	51	561	1,354	-31.3
Region XII:												
California.....	12,999	+64.2	8,051	72,105	276,224	-31.8	9,035	+34.7	5,011	35,293	136,738	-5.1
Nevada.....	662	+29.3	450	1,757	4,878	-9.5	286	+50.5	111	530	1,284	+3.0
Oregon.....	4,352	+124.9	3,142	14,686	33,456	-18.9	1,104	+52.9	682	3,405	8,188	-13.4
Washington.....	2,967	-3.1	2,082	18,069	41,025	-59.8	1,350	+4.0	805	6,117	11,928	-49.3
Territories:												
Alaska.....	414	+15.0	217	677	1,764	-24.4	64	(2)	27	101	213	-7.4
Hawaii.....	830	+53.1	655	1,457	4,508	-40.2	112	+27.3	56	618	2,399	-14.1

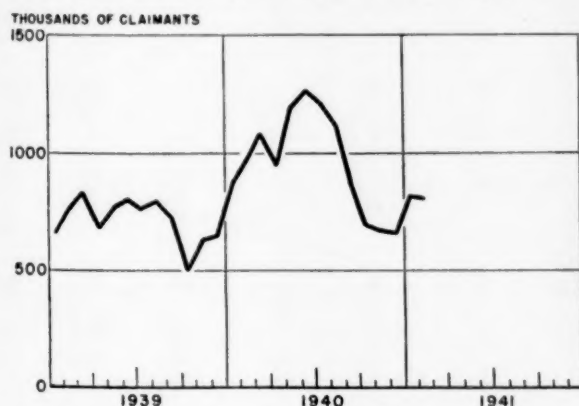
¹ Decrease of less than 0.05 percent.

² Not computed, because less than 50 placements in February 1940.

large-scale expansion in construction in connection with the defense program. Placements of men were higher than in February 1940 in all but 7 States and for women in all but 4. Placements of men were from three to nine times as numerous as in February 1940 in Arkansas, Florida, Louisiana, Missouri, New Mexico, North Carolina, Rhode Island, Virginia, and Wyoming; in 13 other States, they were more than doubled. Placements of women were more than double the number in February 1940 in Massachusetts and Rhode Island, and increased more than 50 percent in 12 other States. Placements of women exceeded those of men in Delaware, the District of Columbia, Minnesota, New Jersey, New York, North Dakota, Oklahoma, and South Dakota primarily as a result of the large volume of service placements in these States. Three-fourths of the jobs filled by men and more than half of the jobs filled by women were expected to last longer than a month.

During February, 985,000 applications were filed by men, a 6.6-percent increase over February 1940, while the 386,000 filed by women represented an increase of 4.6 percent. The increases probably reflect the more intensive efforts made this year by the public employment offices to meet the labor needs of the defense program. At the end of February, the active file of men was 16 percent lower than in February 1940, while the number of women registrants was 7.4 percent less. The number of male job seekers registered this February was less in all but 10 States, and the number of women, in all but 15.

Chart 3.—Average weekly number of claimants drawing benefits, by month, January 1939–February 1941



¹ Benefits not payable in Illinois and Montana until July 1939.

Registrants in Selected Defense Occupations

A count of workers registered in public employment offices in selected defense occupations has been made monthly since July 1940. The data for February, summarized by State and occupational group,¹ are presented for the first time in this issue of the Bulletin. The nature of the count was revised several times during the first 6-month period in order to increase the usefulness of the survey. The series prior to January 1941 is therefore not comparable with the present data. This count of registrations is made only on the basis of the primary skill of the job seekers. The occupational classification of applicants included in this count is based on the primary classifications assigned to them.² The occupational classifications are based strictly on the job classifications contained in the *Dictionary of Occupational Titles* used by the United States Employment Service.

The occupations selected were chosen primarily for two reasons: either because there is increased evidence of local shortage or dwindling supplies of such workers, or because, even though supplies appear to be ample at the time, the occupation is considered essential to defense industries. Selection on the basis of the first category is exemplified by the inclusion of all-round machinists; the second, by the inclusion of automobile mechanics.

On February 21, 357,000 workers with primary skills in a selected list of technical, skilled, and semiskilled defense occupations were registered at public employment offices (table 3). This number was an increase of 5,700 workers or 1.6 percent over the number registered in the same occupations a month earlier. Most of the increase was attributable to the larger number of registrants from the building trades. The largest percentage increase—6.8 percent—occurred in the group of shipbuilding occupations. Only two groups showed declines from the previous month: textile, garment, and related occupations and occupations essential to the manufacture of instruments, optical goods, watches, and clocks.

A little more than three-fourths of all registrants were qualified and immediately available for

¹ For detail on 396 occupations see monthly release issued by the Bureau of Employment Security entitled *Labor Supply Available at Public Employment Offices in Selected Defense Occupations*.

² The primary occupational classification is the title and code of an occupation for which an applicant has been found to be best suited on the basis of qualifications, availability for referral, and existing job opportunities.

referral, but the other fourth was divided almost equally between those who needed further training before being fully qualified for jobs for which they were registered and those who for one reason or another could not be considered either available or qualified.

More than one-half the registrants were concentrated in the Middle Atlantic and Great Lakes regions. The largest number was in New York, where construction trades accounted for well over half the 53,000 registrants. Almost one-third of the total registrants were in five other States—California, Illinois, Michigan, Ohio, and Pennsyl-

vania—each of which had between 21,000 and 25,000 applicants registered in defense occupations.

Construction and metal-trades workers predominated in all States and accounted for three-fourths of the registrants with defense skills for the country as a whole. In all except five States—Illinois, Indiana, Michigan, Ohio, and Pennsylvania—the number of registrants in construction occupations outnumbered those in metal trades, sometimes by more than 4 to 1. As might be expected, the excess of construction workers over metal-trades workers generally decreased, the more industrialized the State.

Table 3.—Primary registrations of job seekers in selected occupations, by occupational group and State,¹ Feb. 21, 1941

[Data reported by State agencies, corrected to Mar. 13, 1941]

State	Total	Miscellaneous professional and technical	Aircraft manufacturing and service	Automobile service	Building construction	Electrical equipment manufacturing	Instrument, optical goods, watch and clock	Metal trades	Ship and boat building and boiler-making	Textile, garment, and related	Miscellaneous
Total, Jan. 25, 1941.	351,291	11,156	2,248	21,878	159,439	6,190	1,002	101,846	6,625	29,325	11,582
Total, Feb. 21, 1941.	357,006	11,484	2,304	22,156	164,247	6,310	939	102,752	7,079	27,925	11,810
Alabama	6,712	99	9	314	2,901	68	3	1,414	103	1,568	233
Arizona	846	24	3	116	427	17	3	220	1	10	25
Arkansas	5,213	82	16	379	3,801	45	3	671	37	27	152
California	23,387	1,244	986	2,047	10,428	494	80	5,705	820	451	1,132
Colorado	4,236	223	15	474	2,309	69	16	927	81	14	108
Connecticut	3,637	136	19	150	1,484	32	6	1,194	75	476	65
Delaware	965	15	3	40	497	9	3	304	46	23	25
District of Columbia	1,541	107	10	78	1,079	23	6	166	15	32	25
Florida	5,162	209	14	254	3,720	65	25	564	108	83	120
Georgia	9,809	195	17	530	3,886	111	18	1,151	53	3,602	246
Idaho	1,758	27	3	212	1,134	18	5	292	12	0	55
Illinois	23,072	1,190	52	1,220	8,048	551	102	9,871	264	629	1,145
Indiana	14,322	559	31	854	4,790	385	52	6,793	212	158	488
Iowa	4,327	74	10	337	2,632	59	3	995	81	36	100
Kansas	4,783	121	38	616	2,555	93	10	1,127	69	18	136
Kentucky	4,880	97	7	436	2,594	143	9	1,210	66	128	190
Louisiana	5,831	142	13	338	4,077	59	4	917	99	83	99
Maine	3,829	58	1	235	2,186	45	7	553	153	517	74
Maryland	1,925	40	22	94	1,069	18	3	427	51	160	41
Massachusetts	7,184	198	13	429	2,836	97	28	1,634	122	1,612	215
Michigan	21,188	374	52	756	5,304	361	61	13,256	203	271	550
Minnesota	7,730	281	10	789	4,401	108	25	1,754	77	76	209
Mississippi	1,855	40	3	135	1,215	16	1	257	38	113	37
Missouri	9,704	417	39	893	4,986	190	38	2,546	189	111	295
Montana	1,427	41	4	151	901	21	2	258	17	4	28
Nebraska	1,910	73	13	318	965	42	3	428	31	13	24
Nevada	382	11	0	52	206	4	1	86	5	4	13
New Hampshire	1,183	20	3	64	481	13	1	189	12	364	36
New Jersey	14,642	746	38	498	5,581	267	40	3,372	417	3,223	460
New Mexico	1,134	42	1	130	760	6	1	125	7	39	23
New York	52,638	1,780	290	2,248	27,537	953	201	10,982	1,571	4,742	2,334
North Carolina	7,265	66	3	216	4,495	25	2	508	48	1,785	117
North Dakota	1,605	31	3	304	1,004	15	4	213	10	2	19
Ohio	23,504	670	64	1,202	7,643	522	33	11,608	464	557	741
Oklahoma	4,747	112	13	462	2,868	61	6	990	113	34	88
Oregon	3,225	105	13	397	1,682	39	4	706	68	82	129
Pennsylvania	25,215	750	93	1,251	8,782	623	59	9,052	614	3,294	697
Rhode Island	2,908	67	4	102	753	56	11	692	30	1,143	50
South Carolina	2,213	31	1	78	1,204	9	1	186	12	661	30
South Dakota	1,482	44	3	240	907	30	0	233	8	0	17
Tennessee	5,474	87	17	292	2,800	69	6	1,161	65	711	206
Texas	12,948	329	109	1,120	7,926	181	23	2,464	271	265	260
Utah	2,139	71	3	186	1,327	35	1	388	33	20	75
Vermont	1,032	37	0	39	603	8	0	158	9	153	25
Virginia	2,051	57	4	107	1,081	11	8	282	55	403	43
Washington	1,926	38	214	225	838	39	1	453	40	7	71
West Virginia	2,814	64	13	153	1,417	86	5	779	52	69	176
Wisconsin	8,846	249	12	542	3,873	114	15	3,424	150	152	315
Wyoming	400	11	0	53	254	5	0	67	2	0	8

¹ Alaska and Hawaii not included, because no count made.

Although 396 occupations were included in the selected list, 84 percent of the total number of registrants were concentrated in 62 occupations, in each of which there were more than 1,000 registrations. About half the surveyed occupations had less than 100 registrants; fewer than 10 workers were registered in many of these, and there were a number of occupations in which no workers were registered. The occupations with few registrants were chiefly among those essential to aircraft, machine-shop work, and shipbuilding.

Insurance Activities

Claims received.—The 4 million continued claims received in February represented a decline of 18 percent from January and 30 percent from February 1940 (table 4). Decreases from January were reported by 44 States. The sharpest reduction—35 percent—occurred in New Hampshire, where employment in the shoe industry is at its seasonal peak; declines of more than 25 percent were reported by Illinois, New York, Rhode Island, South Carolina, Vermont, Virginia, and Wisconsin. Larger numbers of claims, on the other hand, were received in 7 States—Alaska, Arkansas, Delaware, Hawaii, Montana, North Dakota, and Wyoming. Compensable continued claims received in February were 12 percent less in number than in January. Last year such claims increased 5.4 percent from January to February in spite of the lesser number of working days in February. As expected, continued claims filed to meet waiting-

Chart 4.—Number of waiting-period and compensable continued claims received, for weeks ended in January 1940–February 1941

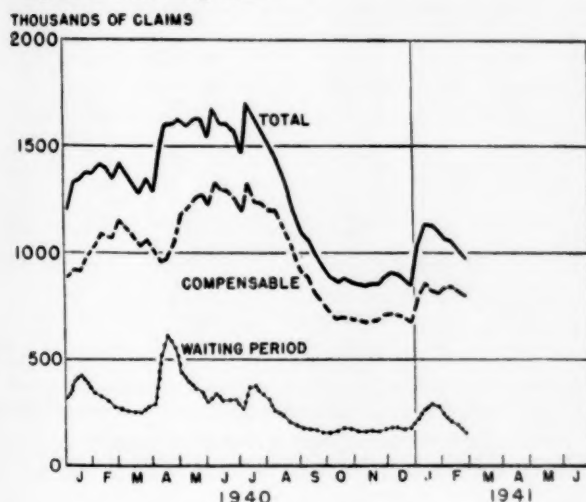
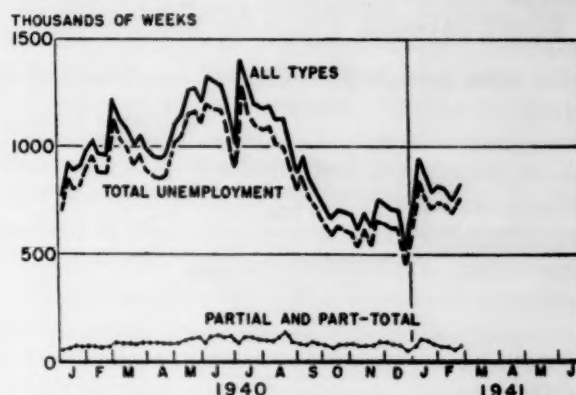


Chart 5.—Number of weeks compensated, by type of unemployment, for weeks ended January 1940–February 1941



period requirements declined more sharply from January than did compensable claims, because of the slackening in the filing of claims initiating new benefit years. Waiting-period claims, which represent uncompensated weeks of unemployment, comprised 19 percent of all continued claims this month, in contrast to 23 percent in February 1940. The lower proportion this year is largely attributable to the fact that fewer claimants have initiated benefit years this year and also because claimants are being reemployed before completing their waiting periods.

The expansion of defense activities in February was reflected also in the 6-percent decline to 1 million in the weekly average of continued claims for all types of unemployment (table 5). Decreases from January were reported by 28 States, including nearly all important industrial States. Only 970,000 persons filed claims for benefits in the last week of February, the lowest weekly number since the last week in December 1940.

The weekly average of continued claims for total unemployment was 933,000 in February—a decline of 4.1 percent from January. Receipts for this type of claim comprised 91 percent of all claim receipts. As for claims for all types of unemployment, the 887,000 claims filed during the week ended February 22 represented the low for the month and the lowest weekly average since the last week of December.

Benefit payments.—Partly because of the concentration of defense contracts in States east of the Mississippi, there was a distinct geographic pattern with respect to changes in benefit disbursements. All but three States in this area

reported reduced benefit payments in February, whereas only six States west of the Mississippi showed declines (table 4).

Benefit payments during the first 2 months of

1941 totaled nearly \$74 million, 13 percent less than in the corresponding period of 1940. Reductions of more than 40 percent were shown for Connecticut, Hawaii, Maryland, Rhode Island,

Table 4.—Continued claims received, weeks compensated, and benefits paid, by State, February 1941

[Data reported by State agencies, corrected to Mar. 22, 1941]

Social Security Board region and State	Continued claims ¹			Weeks compensated					Benefits paid				
	Number	Per- cent- age change from Jan- uary	Compen- sable	Number	Per- cent- age change from Jan- uary	Type of unemployment			Amount ²	Per- cent- age change from Jan- uary	Type of unemployment		
						Total	Partial and part- total com- bined ³	Partial only ³			Total	Partial and part- total com- bined ³	Partial only ³
Total.....	4,046,747	-17.9	3,289,123	3,261,454	-12.7	2,082,042	279,412	-----	\$34,610,683	-11.9	\$32,687,943	\$1,898,161	-----
Region I:													
Connecticut.....	46,568	-3.9	33,233	33,154	+14.5	30,798	2,356	(⁴)	337,391	+21.2	322,114	14,933	(⁴)
Maine.....	23,951	-20.2	21,663	22,178	-33.7	18,187	3,991	2,383	148,615	-31.0	124,685	23,930	\$14,535
Massachusetts.....	174,862	-20.2	153,937	154,289	-24.6	140,234	14,055	13,055	1,588,288	-21.1	1,512,044	74,884	68,361
New Hampshire.....	12,454	-34.9	10,667	10,931	-25.4	8,893	2,038	(⁴)	92,453	-21.5	82,458	9,995	(⁴)
Rhode Island.....	26,976	-26.0	24,728	24,728	-21.0	21,067	3,661	(⁴)	260,409	-17.5	242,390	18,019	(⁴)
Vermont.....	11,122	-30.1	8,813	8,738	-5.4	8,204	534	390	84,553	-5.7	81,400	3,106	2,038
Region II:													
New York.....	606,434	-25.2	509,829	519,496	-24.9	519,496	(⁴)	(⁴)	6,187,529	-24.3	6,187,529	(⁴)	(⁴)
Region III:													
Delaware.....	12,514	+14.6	10,408	10,301	+30.2	8,253	2,048	1,888	82,253	+34.2	70,425	11,711	10,719
New Jersey.....	168,719	-19.6	129,246	129,454	-2.9	129,454	(⁴)	(⁴)	1,214,257	-3.6	1,214,257	(⁴)	(⁴)
Pennsylvania.....	319,297	-20.6	227,314	226,557	-17.3	226,557	(⁴)	(⁴)	2,435,032	-17.7	2,435,032	(⁴)	(⁴)
Region IV:													
Dist. of Columbia.....	25,672	-1.9	21,908	20,805	+6.1	19,555	1,250	(⁴)	251,313	+6.4	236,565	14,158	(⁴)
Maryland.....	38,272	-24.9	34,361	31,373	-25.7	27,378	3,995	3,864	268,118	-23.9	245,884	22,210	21,348
North Carolina.....	61,291	-21.9	47,960	47,387	-24.5	44,370	3,017	2,597	215,988	-26.8	206,747	9,146	7,182
Virginia.....	34,374	-26.0	31,545	30,960	-28.0	27,462	3,498	2,346	248,271	-27.1	227,557	20,583	13,346
West Virginia.....	32,657	-21.3	25,727	24,917	-16.0	23,894	1,023	(⁴)	213,697	-16.2	203,698	9,999	(⁴)
Region V:													
Kentucky.....	21,234	-24.1	17,347	33,782	-21.3	28,238	5,544	(⁴)	243,374	-19.9	216,887	25,855	(⁴)
Michigan.....	122,453	-2.9	102,042	101,299	-2.3	95,058	6,241	(⁴)	1,153,275	-4.1	1,118,635	34,640	(⁴)
Ohio.....	209,775	-20.9	149,754	149,723	-21.9	130,066	19,657	(⁴)	1,424,844	-20.7	1,322,644	96,176	(⁴)
Region VI:													
Illinois.....	225,842	-31.6	200,157	208,032	-26.2	158,672	49,360	34,992	2,496,167	-22.6	2,125,921	363,334	233,711
Indiana.....	77,826	-16.4	62,038	61,878	-6.0	52,198	9,680	(⁴)	613,592	-2.1	558,829	54,382	(⁴)
Wisconsin.....	47,714	-30.2	32,572	32,600	-9.7	29,413	3,187	1,679	338,548	-10.8	317,643	20,905	9,649
Region VII:													
Alabama.....	54,221	-16.0	40,945	39,738	-14.8	36,705	3,033	801	265,655	-13.9	249,811	15,630	3,332
Florida.....	36,534	-22.9	28,606	28,271	-21.3	23,454	4,817	(⁴)	278,986	-20.6	249,106	29,880	(⁴)
Georgia.....	50,555	-1.8	38,310	37,511	+2.3	35,228	2,283	1,420	240,075	-1.9	231,556	8,519	5,378
Mississippi.....	28,614	-11.7	24,496	23,520	-3.1	21,835	1,685	952	152,569	-3.4	143,396	9,136	5,107
South Carolina.....	24,546	-30.7	19,323	18,843	-26.8	16,159	2,684	1,200	122,279	-27.5	110,014	12,211	5,111
Tennessee.....	68,547	-23.1	56,110	47,948	-28.0	44,127	3,821	1,485	344,305	-26.9	327,018	17,287	5,756
Region VIII:													
Iowa.....	72,180	-1.8	51,894	51,030	+27.1	45,387	5,643	1,247	460,740	+25.7	427,315	32,823	6,062
Minnesota.....	130,378	-6.7	111,824	109,373	+15.8	102,789	6,584	(⁴)	1,141,049	+16.1	1,087,762	52,945	(⁴)
Nebraska.....	29,591	-4.9	25,584	25,197	+15.3	22,961	2,236	1,408	230,570	+14.8	213,998	16,521	10,328
North Dakota.....	12,560	+4.2	10,488	9,241	+22.5	8,436	805	546	89,285	+20.2	82,710	6,438	4,239
South Dakota.....	7,681	-13.6	6,925	6,921	+6.2	6,616	305	(⁴)	50,730	+3.9	48,882	1,848	(⁴)
Region IX:													
Arkansas.....	44,537	+1.1	33,893	33,893	+9.2	31,690	2,203	88	199,126	+6.2	190,664	8,431	404
Kansas.....	36,383	-4.0	24,010	23,902	+15.9	21,055	2,847	1,886	208,038	+13.6	189,939	18,099	11,285
Missouri.....	91,820	-20.9	61,521	64,077	+2.8	57,033	7,044	1,853	540,622	+1.2	504,482	36,121	7,320
Oklahoma.....	43,739	-4.9	33,093	32,398	+3.6	27,088	5,310	875	286,246	-2	253,982	32,264	3,861
Region X:													
Louisiana.....	67,698	-18.6	55,702	55,449	-15.0	50,407	5,042	(⁴)	492,329	-15.0	456,784	34,895	(⁴)
New Mexico.....	13,640	-10.5	11,618	11,071	+2.0	10,455	616	251	96,552	+3	91,926	4,626	1,762
Texas.....	111,773	-13.9	97,990	72,072	-11.2	62,140	9,932	(⁴)	546,773	-13.7	496,743	49,975	(⁴)
Region XI:													
Arizona.....	10,671	-14.0	8,078	8,041	-9.4	7,606	435	25	85,152	-9.8	81,831	3,321	164
Colorado.....	37,539	-3.8	32,300	31,136	+2.7	28,519	2,617	1,272	306,591	+1.1	286,243	20,218	9,446
Idaho.....	31,967	-8.9	27,160	27,174	+26.3	25,868	1,306	(⁴)	314,596	+27.3	304,101	10,483	(⁴)
Montana.....	46,935	+7.2	41,236	39,540	+36.8	39,540	(⁴)	(⁴)	437,567	+35.8	437,567	(⁴)	(⁴)
Utah.....	17,302	-22.1	15,476	15,480	-15.8	13,896	1,584	319	169,645	-15.1	158,792	10,853	2,247
Wyoming.....	11,263	+8.4	8,925	8,957	+45.4	7,747	1,210	638	115,836	+50.4	104,640	11,196	5,029
Region XII:													
California.....	498,295	-10.2	434,912	432,286	-4.8	375,280	57,006	40,942	6,005,199	-4.0	5,484,853	514,922	361,473
Nevada.....	12,671	-6.7	11,322	10,713	+5.4	9,691	1,022	359	139,791	+4.2	129,041	10,750	3,514
Oregon.....	57,112	-13.8	41,544	35,020	+33.0	31,700	3,320	2,209	421,442	+27.6	394,322	26,956	17,300
Washington.....	88,189	-16.0	74,048	74,134	+3.8	66,197	7,937	(⁴)	909,676	+2.5	841,619	68,057	(⁴)
Territories:													
Alaska.....	5,270	+53.5	3,430	3,025	+48.7	2,832	193	0	42,969	+47.1	40,910	2,059	0
Hawaii.....	4,529	+54.6	3,111	2,911	+66.9	2,154	757	755	18,323	+31.8	14,592	3,731	3,722

¹ Waiting-period claims are represented by difference between total number and number of compensable claims.

² Benefits for partial and part-total unemployment are not provided by State law in Montana, New Jersey, New York, and Pennsylvania.

³ Includes supplemental payments, not classified by type of unemployment.

⁴ Data for partial unemployment included with data for part-total unemployment.

⁵ Payments for partial and part-total unemployment are made for benefit periods of 1 quarter. Number of weeks represented by each such payment is determined by dividing payment by claimant's benefit for total unemployment.

Table 5.—Continued claims received for all types of unemployment,¹ by State, for weeks ended in February 1941

[Data reported by State agencies, corrected to Mar. 21, 1941]

[In thousands]

Social Security Board region and State	Weekly average		Number for week ended—			
	Number	Percentage change from January	Feb. 1	Feb. 8	Feb. 15	Feb. 22
Types of unemployment:						
All types	1,025.1	-6.2	1,073.7	1,052.6	1,003.7	970.4
Total only	933.2	-4.1	973.6	957.8	914.5	887.1
Partial and part-total	91.9	-23.1	100.1	94.8	89.2	83.3
All types						
Region I:						
Connecticut	11.5	+13.2	10.7	11.3	12.7	11.4
Maine	6.2	-25.7	6.9	6.6	6.2	5.2
Massachusetts	44.5	-15.8	47.2	45.6	43.6	41.8
New Hampshire	3.3	-27.9	3.6	3.7	3.1	2.9
Rhode Island	7.2	-9.9	7.8	7.7	6.8	6.6
Vermont	2.9	-17.1	3.2	2.8	2.9	2.6
Region II:						
New York	158.7	-10.8	169.9	162.5	152.8	149.5
Region III:						
Delaware	3.1	+36.2	2.9	3.0	3.3	3.2
New Jersey	44.1	-2.2	47.7	44.5	43.1	41.0
Pennsylvania	80.3	-12.7	83.3	80.7	77.5	79.8
Region IV:						
Dist. of Columbia	6.3	+24.0	6.3	6.4	6.4	6.3
Maryland	9.9	-13.6	10.3	9.9	9.8	9.4
North Carolina	15.4	-18.8	16.3	14.2	16.4	14.6
Virginia	8.6	-21.8	8.9	9.5	8.6	7.5
West Virginia	8.3	-9.1	8.8	8.6	8.4	7.4
Region V:						
Kentucky	5.3	-8.1	5.6	5.3	5.8	4.6
Michigan	31.4	+11.7	32.6	32.0	31.0	30.1
Ohio	82.0	-11.2	55.8	55.4	50.0	46.8
Region VI:						
Illinois	59.4	-18.7	63.7	61.8	55.9	56.1
Indiana	18.7	-11.9	17.5	19.5	16.8	20.9
Wisconsin	12.6	-16.5	14.2	13.1	12.1	11.1
Region VII:						
Alabama	13.1	-9.9	13.2	13.4	14.0	11.8
Florida	9.1	-18.8	8.8	9.6	8.4	9.7
Georgia	12.4	+11.4	11.7	13.3	12.4	12.3
Mississippi	7.1	+1.9	7.4	7.3	7.1	6.5
South Carolina	6.3	-23.4	6.8	6.6	6.3	5.4
Tennessee	17.5	-16.8	18.2	18.6	16.2	17.0
Region VIII:						
Iowa	18.3	+16.2	18.4	18.4	18.4	17.9
Minnesota	32.3	+17.0	31.8	32.2	32.5	32.6
Nebraska	7.2	+8.7	7.5	7.9	7.3	6.1
North Dakota	3.1	+22.4	3.2	3.2	3.1	3.0
South Dakota	1.9	-1.1	2.1	2.0	1.9	1.6
Region IX:						
Arkansas	10.8	+9.5	10.4	11.1	11.1	10.8
Kansas	9.3	+19.0	9.8	8.7	9.6	9.2
Missouri	24.1	-3.6	25.3	26.8	23.5	20.6
Oklahoma	10.8	+7.2	10.7	11.3	10.9	10.2
Region X:						
Louisiana	16.8	-10.2	17.6	17.9	17.9	13.8
New Mexico	3.4	+3.6	3.8	3.5	3.4	2.9
Texas	27.6	-3.7	28.8	28.5	28.0	25.1
Region XI:						
Arizona	2.6	-5.2	2.8	2.7	2.6	2.3
Colorado	9.0	+6.0	8.8	9.9	9.0	8.2
Idaho	8.1	+8.8	8.6	8.7	8.0	7.1
Montana	11.1	+19.9	11.4	11.7	11.6	9.6
Utah	4.5	-8.0	4.8	4.7	4.4	4.1
Wyoming	2.7	+19.2	2.8	2.9	2.7	2.3
Region XII:						
California	123.8	+1.0	130.6	122.5	118.7	123.4
Nevada	3.2	+12.9	3.4	3.3	3.1	2.8
Oregon	14.6	+1.5	16.0	15.6	14.7	12.3
Washington	22.4	-5.5	23.9	24.2	21.0	20.5
Territories:						
Alaska	1.3	+83.8	1.0	1.0	1.6	1.5
Hawaii	1.0	+70.0	.9	1.0	1.1	1.0

¹ Represents claims for total, partial, and part-total unemployment.
² Does not provide benefits for partial and part-total unemployment.

and Wyoming. The 9 States reporting higher disbursements were California, the District of Columbia, Idaho, Louisiana, Minnesota, Nevada, North Dakota, Oregon, and South Dakota. Modifications of benefit provisions have been responsible for some of these increases. Of the 31 States which have paid benefits throughout January and February in each of the last 3 years, 20 States paid less benefits in 1941 than in the corresponding months of any previous year. On the other hand, California, the District of Columbia, and Minnesota paid more in the first 2 months of 1941 than in any previous corresponding period.

Weeks compensated.—Unemployed workers received compensation for approximately 3.3 million weeks of unemployment during February, of which almost 3 million or 91 percent represented weeks of total unemployment (table 4). The number of weeks of partial and part-total unemployment compensated in February totaled more than 279,000, a decrease of 29 percent from January. Decreases were shown in 31 of the 47 States which issue such payments. Delaware, Hawaii, and Illinois were the only agencies in which a fifth or more of all weeks compensated were for partial and part-total unemployment.

Average number of claimants.—The decline in the average number of benefit recipients, though slight, was especially significant (table 6), because normally a rise occurs after claimants serve required waiting periods in January. All but 4 of the 21 States reporting fewer benefit recipients in February were east of the Mississippi. The sharpest reductions occurred in Maine, New Hampshire, and Tennessee, where decreases ranged from 23 to 26 percent. In addition, declines of more than 10 percent were reported by Florida, Illinois, Maryland, Massachusetts, New York, North Carolina, South Carolina, and Virginia. On the other hand, more benefit recipients were reported in 30 States, most of which were concentrated in the western United States. Increases of more than 50 percent were reported by Hawaii, Montana, Oregon, and Wyoming.

Status of Funds

Collections deposited in State clearing accounts during February approximated \$89 million, bringing deposits in 1941 to more than \$218 million. For comparable States, collections for January-

Table 6.—Average weekly number of claimants receiving benefits, number receiving first payments, and number exhausting benefit rights, by State, February 1941

[Data reported by State agencies, corrected to Mar. 21, 1941]

Social Security Board region and State	Claimants receiving benefits ¹		Claimants receiving first payments		Claimants exhausting benefit rights	
	Average weekly number	Percentage change from January	Number	Percentage change from January	Number	Percentage change from January
Total.....	806,364	-2.4	307,413	-12.9	170,869	-11.2
Region I:						
Connecticut.....	7,850	+24.4	4,156	+3	1,867	+11.3
Maine.....	5,728	-26.3	936	-41.9	1,307	-19.5
Massachusetts.....	38,951	-14.3	11,403	-33.0	6,629	-17.3
New Hampshire.....	2,716	-23.9	733	-23.4	837	-6.8
Rhode Island.....	6,607	+6	1,844	-31.8	1,918	-15.7
Vermont.....	2,122	+6.5	1,165	-9.4	294	-34.2
Region II:						
New York.....	133,503	-11.0	35,104	-27.5	38,272	-20.7
Region III:						
Delaware.....	2,476	+48.4	1,632	+35.9	668	+15.4
New Jersey.....	32,082	+16.4	15,789	-27.6	9,370	+18.5
Pennsylvania.....	56,578	-5.3	33,696	-6.2	17,843	-20.3
Region IV:						
Dist. of Col.....	5,005	+31.7	2,095	+45.6	624	-3
Maryland.....	7,733	-16.9	1,949	-25.7	2,045	-6.3
North Carolina.....	11,972	-12.7	3,647	-30.6	2,007	-14.1
Virginia.....	7,923	-18.8	2,436	-30.4	1,627	-19.1
West Virginia.....	6,137	-7.5	2,062	-7.4	1,306	-13.2
Region V:						
Kentucky.....	8,702	-7.7	2,675	+6	1,416	-33.1
Michigan.....	24,485	+18.9	10,155	-25.6	3,471	-24.6
Ohio.....	38,408	-5.7	12,749	-16.1	7,063	-13.5
Region VI:						
Illinois.....	54,976	-11.8	13,492	-37.6	11,678	-3.8
Indiana.....	14,158	-7.3	(9)		(9)	
Wisconsin.....	8,273	+8.6	(9)		(9)	
Region VII:						
Alabama.....	9,809	-5.6	3,644	+16.9	1,565	-15.6
Florida.....	7,067	-14.9	2,563	-44.5	1,263	-27.0
Georgia.....	8,860	+8.7	4,157	+27.5	3,499	+19.7
Mississippi.....	5,760	+6.5	2,235	-19.4	1,007	-20.7
South Carolina.....	4,924	-15.8	1,944	-14.8	909	-20.7
Tennessee.....	11,925	-22.5	4,477	-12.6	2,165	-22.0
Region VIII:						
Iowa.....	11,852	+39.5	7,176	-4.2	1,828	+31.6
Minnesota.....	26,112	+39.6	11,774	+1.8	3,501	-21.7
Nebraska.....	6,148	+35.4	2,458	-18.7	670	-25.1
North Dakota.....	2,295	+47.9	1,128	+31.8	308	-6.7
South Dakota.....	1,658	+16.8	388	-42.8	280	+39.3
Region IX:						
Arkansas.....	8,062	+12.1	4,431	+5.6	1,380	-6.3
Kansas.....	5,897	+34.8	3,909	+19.9	1,835	+4.7
Missouri.....	14,927	+6.2	11,273	+14.8	6,261	+53.3
Oklahoma.....	8,002	+17.1	4,334	-8.9	2,655	+4.7
Region X:						
Louisiana.....	13,769	-8.5	5,233	-10.0	3,458	-24.1
New Mexico.....	2,779	+18.2	1,031	-9.0	414	-21.9
Texas.....	17,496	-6.7	8,411	-4.4	3,907	-21.1
Region XI:						
Arizona.....	1,925	-4.3	848	-4.7	631	+26.4
Colorado.....	7,469	+15.4	3,018	-11.8	1,179	+4
Idaho.....	5,819	+21.1	3,068	+43.6	906	-41.2
Montana.....	9,197	+53.2	3,849	-6.6	863	+13.4
Utah.....	3,911	+6	974	-47.0	1,040	+13.5
Wyoming.....	2,090	+51.4	880	+38.4	395	+3.1
Region XII:						
California.....	100,919	-7.7	41,010	+19.3	15,346	+4.3
Nevada.....	2,484	+8.7	1,038	-3.2	476	+27.3
Oregon.....	8,526	+53.2	5,394	-36.8	(9)	
Washington.....	18,914	+15.5	8,051	-16.6	2,611	-18.0
Territories:						
Alaska.....	606	+41.8	406	+59.2	70	+27.3
Hawaii.....	627	+77.1	593	+114.1	205	+55.3

¹ Represents average number of weeks of unemployment compensated during weeks ended within month.

² Excludes Indiana and Wisconsin.

³ Excludes Indiana, Oregon, and Wisconsin.

⁴ Represents claimants exhausting benefit rights under uniform-duration provisions of State law.

⁵ Data not comparable.

⁶ Data not reported.

February were only \$2 million above collections for the first 2 months of 1940, despite the higher level of employment and pay rolls during the last quarter of 1940. The increase was not as large as might be expected, partly because in nearly all States wages earned from a single employer in excess of \$3,000 a year are no longer liable for contribution and because a number of States shifted from a monthly to a quarterly collection basis. Increases of more than 45 percent, however, were reported by Alaska and New Hampshire, and in Connecticut, Michigan, and Mississippi collections increased from 20 to 25 percent. The sharp increase in New Hampshire is primarily attributable to receipt of contributions from employers who report on a semiannual basis, while the gains in Connecticut and Michigan reflect the sharp advances in industrial employment resulting from the defense program. Operation of the experience-rating plan contributed to the reduction of 36 percent in Nebraska. Total funds available for benefit payments increased more than \$51 million from January and amounted to nearly \$2 billion at the end of February.

Interstate Claims, Fourth Quarter 1940

There is little evidence to date of the effect of the defense program on the movement of interstate workers into areas where defense contracts have been heaviest. The trend of data for weeks compensated on interstate claims received as liable State and claims forwarded as agent State shows no marked variation between States with large defense contracts and those least affected by contract awards. Any consideration of the effect of the defense program on interstate migration, as analyzed from data on interstate payments, must take into account several factors. For example, if claimants are willing to migrate in search of defense jobs prior to exhaustion of benefit rights in the State of residence, States where job opportunities are thought to exist would have a relatively increased number of claims to forward as agent State. Similarly, if claimants who migrate to industrial States for seasonal work stay on in anticipation of defense employment, claims that would ordinarily be drawn on the liable State after these workers return home would now be filed as intrastate payments. On the other hand, there is a strong possibility that inter-

state migration will be reduced to a minimum as more jobs become available at home.

Of the more than 9 million weeks of unemployment compensated for the country as a whole in the fourth quarter of 1940, 479,000 or 5.3 percent were accounted for by claimants seeking compensation for work performed in a State outside the one in which they filed their claims. This proportion was larger than in any of the first 3 quarters of 1940, when the proportions were 4.2 percent, 3.7 percent, and 3.9 percent, respectively.

The number of weeks compensated on interstate claims in the fourth quarter declined below a half million for the first time in 1940, however, with almost half the States reporting the lowest volumes of the year. Decreases from the previous quarter in liable weeks compensated were noted in 31 States, with concentrations in the New England

and New York, Great Lakes, Southeast and Gulf, and Southwest areas. The sharpest reductions of 79 percent and 55 percent were shown for Alaska and Michigan, respectively; decreases ranging from 25 percent to 45 percent were reported in Florida, Massachusetts, Maryland, New York, Tennessee, and West Virginia. On the other hand, nearly all States in the West North Central and Pacific Coast areas reported increases in claims received as liable State. Major expansions occurred in the District of Columbia, Idaho, and California, the increases in the latter 2 States following almost equally sharp declines in the previous quarter.

The patterns displayed in previous quarters of the year prevailed again during the fourth quarter, as neighboring States transmitted most of the interstate claims compensated by adjacent States.

Table 7.—Collections deposited in State clearing accounts, January-February 1941, and funds available for benefits as of Feb. 28, 1941, by State

[Data reported by State agencies, corrected to Mar. 20, 1941]

[Amounts in thousands]

Social Security Board region and State	Collections deposited		Transfers to railroad un- employment insurance account, as of Feb. 28, 1941	Funds available for benefits as of Feb. 28, 1941 ¹	Social Security Board region and State	Collections deposited		Transfers to railroad un- employment insurance account, as of Feb. 28, 1941	Funds available for benefits as of Feb. 28, 1941 ¹
	January- February 1941 ¹	Percentage change from January- February 1940				January- February 1941 ¹	Percentage change from January- February 1940		
Total.....	\$218, 092	+0.8	\$103, 174	\$1, 956, 366	Region VII—Contd.				
Region I:					South Carolina.....	\$1, 342	+17.2	\$691	\$12, 538
Connecticut.....	6, 108	+24.8	789	47, 876	Tennessee.....	2, 400	+6.1	1, 527	15, 679
Maine.....	1, 054	-1.5	255	4, 711	Region VIII:				
Massachusetts.....	10, 002	-3.3	2, 313	84, 582	Iowa.....	1, 731	-13.9	2, 122	17, 542
New Hampshire.....	976	+45.3	238	6, 775	Minnesota.....	2, 474	-32.0	2, 517	24, 298
Rhode Island.....	2, 692	+2.6	152	13, 768	Nebraska.....	638	-35.8	1, 682	9, 557
Vermont.....	424	(²)	327	3, 474	North Dakota.....	92	(²)	577	2, 043
Region II:					South Dakota.....	275	-6.5	403	3, 322
New York.....	31, 022	+1.2	6, 858	221, 716	Region IX:				
Region III:					Arkansas.....	871	-3.9	1, 088	7, 039
Delaware.....	584	-9.9	461	7, 405	Kansas.....	1, 203	-1.2	2, 725	14, 696
New Jersey.....	13, 057	+7.3	4, 269	141, 425	Missouri.....	5, 622	+9.0	4, 871	62, 654
Pennsylvania.....	21, 060	-8.6	6, 699	147, 523	Oklahoma.....	1, 517	-10.3	1, 001	17, 707
Region IV:					Region X:				
District of Columbia.....	1, 345	(²)	790	20, 610	Louisiana.....	2, 215	(²)	1, 180	18, 718
Maryland.....	3, 509	+3.5	1, 195	24, 049	New Mexico.....	352	+2.7	515	2, 639
North Carolina.....	2, 217	+7.6	1, 103	26, 142	Texas.....	3, 841	(²)	4, 227	57, 458
Virginia.....	2, 787	+5.0	2, 454	21, 519	Region XI:				
West Virginia.....	1, 726	-8.5	1, 002	20, 297	Arizona.....	533	-4.2	338	3, 488
Region V:					Colorado.....	1, 142	-10.8	1, 528	10, 516
Kentucky.....	2, 807	+1.2	2, 467	32, 195	Idaho.....	536	+4.4	373	2, 696
Michigan.....	15, 016	+24.5	1, 932	82, 708	Montana.....	750	+9.7	1, 186	5, 426
Ohio.....	15, 620	-1.0	8, 535	174, 004	Utah.....	749	+7.0	517	4, 341
Region VI:					Wyoming.....	310	+5.0	602	2, 220
Illinois.....	17, 588	-7.8	13, 841	201, 807	Region XII:				
Indiana.....	6, 088	+15.8	3, 190	48, 820	California.....	19, 171	-3.0	7, 804	163, 862
Wisconsin.....	1, 629	-8.4	1, 904	58, 042	Nevada.....	251	+10.4	357	1, 178
Region VII:					Oregon.....	1, 706	+1.8	590	11, 071
Alabama.....	2, 812	+12.4	.....	19, 411	Washington.....	2, 817	+1.9	1, 675	23, 425
Florida.....	1, 945	+11.2	1, 509	13, 401	Territories:				
Georgia.....	2, 042	-5.0	.....	27, 166	Alaska.....	147	+46.9	13	1, 248
Mississippi.....	834	+20.9	642	4, 539	Hawaii.....	463	-2	80	7, 040

¹ Represents contributions plus such penalties and interest collected from employers and contributions from employees as are available for benefit payments. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent of taxable wages are collected in all States except Michigan, where rate is 3 percent. As of January 1941, modified rates became effective under the experience-rating provisions of 15 State laws. Employee contributions of 1.5 percent of taxable wages are collected in Rhode Island and of 1 percent in Alabama, California, Kentucky, and New Jersey. Contributions are col-

lected on monthly basis in North Carolina, West Virginia, and Wisconsin. All other States collect, either wholly or in part, on quarterly basis.

² Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury. Figures are adjusted for transfers to railroad unemployment insurance account.

³ Not computed because data for States that shifted either wholly or in part from a monthly to a quarterly contribution basis during 1940 or 1941 are not comparable.

Table 8.—Number of weeks of unemployment compensated by payments on interstate claims¹ received as liable State from agent State,² by State, October–December 1940

[Data reported by State agencies, corrected to Jan. 31, 1941]

Social Security Board region and liable State	Social Security Board region and agent State																			
	Region I				Region II				Region III				Region IV				Region V			
	Conn.	Maine	N. H.	R. I.	Vt.	N. Y.	Del.	N. J.	Pa.	D. C.	Md.	N. C.	Va.	W. Va.	Ky.	Mich.	Ohio	Ill.	Ind.	Wis.
Total																				
Total.....	478,848	3,390	15,463	3,453	5,161	1,418	27,981	1,173	15,557	20,457	4,978	5,821	5,808	8,274	4,955	7,814	13,269	19,639	9,436	5,067
Region I: Connecticut.....	6,023																			
Maine.....	3,242	1,372		84	362	51	2,174	24	348	288	37	21	22	50	10	1	43	68	5	12
Massachusetts.....	1,352	592	1,011	67			3,294	6	385	14	6	10	0	0	0	0	19	0	14	0
New Hampshire.....	1,889	1,869	3,381	347			3,294	6	503	616	109	249	113	131	62	57	154	152	258	31
Rhode Island.....	5,694	67					3,294	6	503	616	109	249	113	131	62	57	154	152	258	31
Vermont.....	4,253	344	2,010	71	12		400	6	219	100	14	105	10	38	20	12	28	39	32	1
Region II: New York.....	1,527	103	433	271	9		337	0	14	22	0	0	0	0	0	0	11	9	16	0
Region III: Delaware.....	54,076	2,003	412	3,854	232	623	570													
New Jersey.....	1,309	15	21	0	18	0	217	74	7,705	7,313	1,280	978	541	957	387	255	1,334	1,553	1,831	286
Pennsylvania.....	10,640	276	103	447	86	101	33	2,416	164	3,851	302	3,851	302	3,851	302	3,851	302	3,851	302	3,851
Region IV: Dist. of Col.	16,157	153	39	284	26	87	24	4,083	302	3,851	302	3,851	302	3,851	302	3,851	302	3,851	302	3,851
Maryland.....	6,398	39	30	139	0	34	0	996	69	297	804									
North Carolina.....	5,877	42	13	65	0	38	0	718	257	253	1,033	924								
Virginia.....	7,713	15	11	52	0	26	11	661	13	154	378	299	157	157	451	99	112	68	16	0
West Virginia.....	7,404	22	18	34	0	14	4	659	72	139	456	875	596	340	890	249	1,195	224	89	14
Region V: Kentucky.....	7,440	14	0	0	0	0	0	243	26	108	829	60	378	340	890	249	1,195	224	89	14
Michigan.....	6,856	36	113	18	0	4	0	607	10	105	466	43	30	79	60	585	1,330	1,576	1,330	1,576
Ohio.....	12,131	52	12	105	12	12	1	1,045	10	143	1,005	124	127	113	242	707	1,330	1,576	1,330	1,576
Region VI: Illinois.....	32,727	66	17	209	13	24	12	1,471	7	155	625	115	164	91	73	1,561	1,576	1,330	1,576	1,330
Indiana.....	7,221	7	0	31	0	18	0	168	3	26	199	52	29	40	20	88	334	723	658	1,939
Wisconsin.....	1,737	3	0	14	0	0	0	33	2	3	72	0	1	12	0	19	226	43	527	54
Region VII: Alabama.....	9,960	16	2	12	4	0	0	425	0	25	238	80	42	157	94	178	531	446	516	112
Florida.....	10,952	84	121	339	54	63	40	1,698	26	425	617	60	88	294	147	93	131	195	253	183
Georgia.....	8,183	22	11	72	0	0	0	383	3	128	219	90	25	314	144	23	139	197	199	49
Mississippi.....	4,407	4	0	11	0	0	0	287	0	13	50	11	18	20	5	0	40	95	42	411
South Carolina.....	3,178	7	0	0	0	0	0	205	1	51	144	47	66	315	333	128	955	496	645	327
Tennessee.....	9,431	8	5	22	8	0	7	205	1	51	144	47	66	315	333	128	955	496	645	327
Region VIII: Iowa.....	4,250	3	0	0	0	0	0	143	9	10	24	5	34	14	22	10	78	11	752	112
Minnesota.....	4,841	0	0	17	0	0	0	19	0	0	19	0	0	0	0	0	108	42	524	18
Nebraska.....	1,896	0	0	12	0	0	0	6	0	0	13	0	0	0	0	0	6	13	146	30
North Dakota.....	1,896	0	0	12	0	0	0	6	0	0	13	0	0	0	0	0	6	13	146	30
Region IX: Arkansas.....	7,950	3	0	0	0	0	0	23	0	15	26	18	7	27	15	14	87	34	554	13
Missouri.....	6,941	4	0	10	0	0	0	3	0	16	16	16	16	16	16	16	16	16	16	16
Region X: Louisiana.....	9,285	9	17	30	0	0	5	290	0	23	14	12	19	41	8	14	125	236	1,582	25
Oklahoma.....	9,285	9	17	30	0	0	5	290	0	23	14	12	19	41	8	14	125	236	1,582	25
Region XI: Arizona.....	6,701	0	0	0	0	0	0	207	8	19	103	37	23	10	32	14	139	196	122	364
New Mexico.....	15,240	14	4	32	0	0	0	144	0	34	102	26	16	70	74	6	30	123	138	498
Texas.....	7,122	52	7	3	0	0	0	89	2	8	47	3	21	16	20	14	113	91	53	165
Region XII: California.....	8,941	4	5	11	0	0	0	17	0	9	15	0	0	3	7	7	45	53	16	0
Idaho.....	5,692	0	0	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Montana.....	7,703	0	0	9	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Utah.....	3,729	1	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Wyoming.....	3,729	1	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Region XIII: California.....	60,599	182	83	441	54	152	11	3,404	20	391	859	102	161	159	201	186	290	1,163	1,607	639
Nevada.....	4,269	4	0	0	0	2	11	3,411	0	10	39	1	1	9	5	0	27	71	34	117
Oregon.....	4,781	0	0	0	0	0	0	36	0	0	34	6	1	7	9	4	14	49	15	35
Washington.....	11,731	8	2	27	0	2	1	140	0	4	65	43	6	78	14	6	45	131	81	125
Territories: Alaska.....	2,594	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Hawaii.....	333	0	0	12	0	0	0	6	0	0	0	0	0	0	0	0	0	0	0	0

See footnotes at end of table.

Table 8.—Number of weeks of unemployment compensated by payments on interstate claims¹ received as liable State from agent State,² by State, October–December 1940—Continued

[Data reported by State agencies, corrected to Jan. 31, 1941]

Social Security Board region and liable State	Social Security Board region and agent State—Continued																									
	Region VIII				Region IX				Region X				Region XI				Region XII				Territories		Un-allocated			
	Iowa	Minn.	Nebr.	N. Dak.	S. Dak.	Ark.	Kans.	Mo.	Okla.	La.	N. Mex.	Tex.	Ariz.	Colo.	Idaho	Mont.	Utah	Wyo.	Calif.	Nev.	Oreg.	Wash.		Alaska	Hawaii	
Total	6,389	6,766	3,616	1,635	1,663	9,922	7,980	15,845	16,227	7,699	3,710	20,264	5,195	7,701	4,854	3,548	4,516	1,355	54,130	3,610	12,731	18,018	535	607	22	
Region I: Connecticut	20	4	8	5	0	0	0	6	5	20	0	0	18	19	20	0	9	15	0	250	3	0	28	0	0	0
Maine	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	9	76	0	0	0	0	0	
Massachusetts	31	38	13	0	1	8	3	75	34	19	5	54	41	66	7	19	7	0	9	76	18	21	20	0	0	
New Hampshire	4	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Rhode Island	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Vermont	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Region II: New York	112	306	74	29	10	182	111	478	218	224	70	487	268	290	80	55	89	9	5,946	113	162	303	3	68	0	
Connecticut	6	0	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Delaware	22	45	0	0	0	22	19	66	2	24	2	54	47	25	24	1	9	0	0	16	0	0	0	0	0	
New Jersey	14	57	5	7	13	48	11	92	57	47	23	101	53	124	2	25	0	6	646	18	33	35	0	0	0	
Pennsylvania	11	35	0	0	0	20	29	24	94	10	40	28	21	21	8	0	8	9	0	205	7	11	52	0	0	
Region IV: Dist. of Col.	14	7	5	0	0	7	14	29	22	33	16	64	33	8	0	0	0	0	0	193	7	0	22	0	0	
Maryland	11	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
North Carolina	10	8	0	0	0	64	4	75	9	59	8	116	29	4	0	7	0	0	0	176	0	5	17	0	0	
Virginia	10	0	0	0	0	47	2	34	13	47	4	89	13	4	13	3	4	0	0	111	0	5	17	0	0	
West Virginia	11	5	15	0	0	4	26	72	20	17	15	26	6	35	9	0	4	0	0	176	12	20	10	0	0	
Region V: Kentucky	2	18	0	4	0	92	42	200	44	38	30	138	38	78	0	0	0	0	0	278	12	20	10	0	0	
Michigan	111	292	19	23	16	298	103	431	180	86	63	293	70	61	23	65	17	3	1,223	13	65	144	0	0	0	
Ohio	40	75	15	0	4	52	39	228	54	73	17	272	141	58	40	19	16	11	1,353	18	21	105	0	0	0	
Region VI: Illinois	1,850	866	251	35	78	726	628	2,443	2,304	447	90	1,682	240	523	65	110	45	85	5,642	17	216	353	31	3	0	
Indiana	128	92	13	23	1	57	87	165	144	46	10	141	38	43	2	13	13	1	731	0	30	68	0	0	0	
Wisconsin	7	13	0	0	0	78	7	13	50	2	4	0	16	2	3	7	0	0	0	106	0	26	19	0	0	
Region VII: Alabama	13	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Florida	43	18	8	6	0	26	133	35	104	45	131	32	189	20	23	0	4	2	8	514	10	23	38	0	0	
Georgia	9	7	5	0	0	16	15	56	60	137	0	102	21	0	0	0	0	13	0	133	0	0	34	0	0	
Mississippi	2	9	0	0	0	348	9	286	41	914	11	162	16	0	0	0	0	0	1	100	0	3	5	0	0	
South Carolina	11	11	0	0	0	0	0	12	9	49	14	36	0	0	0	0	0	0	0	0	0	0	0	0	0	
Tennessee	53	39	0	3	8	444	45	406	90	153	15	303	31	42	15	9	1	0	8	385	15	2	14	0	0	
Region VIII: Iowa	405	412	74	333	208	22	29	126	62	18	0	106	16	61	42	158	8	13	1,119	4	120	358	1	0	0	
Minnesota	97	74	0	36	76	0	0	0	0	0	0	127	0	393	160	19	11	94	1,268	15	208	216	0	0	0	
Nebraska	41	546	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
North Dakota	135	219	56	9	8	226	73	800	706	1,524	64	1,014	65	93	5	0	0	8	790	0	23	26	2	5	0	
South Dakota	68	25	16	5	0	0	0	1,060	1,362	23	51	545	50	383	58	14	8	33	1,261	0	115	75	0	0	0	
Region IX: Arkansas	65	22	210	5	0	0	0	1,060	1,362	23	51	545	50	383	58	14	8	33	1,261	0	115	75	0	0	0	
Missouri	323	84	138	3	0	573	931	1,125	1,051	191	169	1,748	176	190	29	0	2	38	1,869	7	98	132	0	0	0	
Oklahoma	72	40	85	0	0	0	0	1,125	1,051	191	169	1,748	176	190	29	0	2	38	1,869	7	98	132	0	0	0	
Region X: Louisiana	39	26	2	6	3	11	174	147	151	896	84	39	3,719	67	28	7	4	5	7	610	5	20	5	0	0	0
New Mexico	5	19	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Texas	116	72	108	4	2	1,196	554	472	3,778	2,130	792	656	320	300	12	10	10	50	2,326	32	88	112	0	0	0	
Region XI: Arizona	20	50	73	12	3	294	140	218	470	43	499	656	320	300	12	10	10	50	2,326	32	88	112	0	0	0	
Colorado	170	111	386	13	54	172	690	494	430	27	394	309	252	229	95	48	134	21	3,118	108	136	53	0	0	0	
Idaho	11	44	63	25	21	104	84	139	34	9	13	34	25	126	304	24	48	142	235	3,041	39	372	4	0	0	
Montana	58	761	37	343	120	13	56	176	28	0	34	24	48	172	395	172	395	103	1,375	126	520	2,308	21	0	0	
Utah	34	10	21	7	7	0	0	0	0	0	0	0	0	0	0	0	0	106	2,264	271	166	164	14	0	0	
Wyoming	85	77	159	17	37	11	120	114	130	16	22	70	26	530	207	620	212	239	673	2,432	5,408	5,885	185	0	0	
Region XII: California	1,292	1,495	1,129	361	475	2,150	1,986	3,751	3,477	549	991	3,925	2,279	2,212	1,024	901	2,454	239	19	2,136	82	172	0	0	0	
Nevada	5	18	42	0	16	25	39	20	34	0	55	37	99	182	240	72	579	72	579	19	3,630	172	0	0	0	
Oregon	53	112	33	64	27	35	44	55	65	16	23	78	10	63	257	61	43	61	51	3,628	54	1,710	22	0	0	
Washington	108	274	86	183	106	122	99	149	121	31	12	139	75	102	1,050	461	94	51	3,628	54	1,710	22	0	0	0	
Territories: Alaska	7	67	11	27	13	2	0	18	4	0	5	10	3	23	32	64	0	0	0	501	9	1,574	211	34	22	
Hawaii	0	0	0	0	0	7	0	4	0	0	0	0	0	7	0	0	18	0	0	228	1	16	1	0	0	

¹ Includes claims for partial unemployment for a number of States, although such payments are not provided in interstate benefit-payment plan.

² Liable State is one to which claim has been forwarded by agent State for disposition.

³ Represents weeks compensated as liable State for which break-down by agent State was not reported.

Even among States receiving high proportions of claims from adjacent States, however, the proportions were somewhat reduced from the July-September period. At least three-fourths of the weeks of unemployment compensated by Nevada, New Hampshire, and Oregon were forwarded from adjacent States, and 27 other States made more than half of their payments to contiguous States. All but 5 States which received more than 60 percent of their claims from adjacent States in the previous quarter repeated the pattern in the fourth quarter. In some instances, claims for approximately half of all weeks compensated were forwarded by a single State bordering the liable State. As in the previous quarter, adjoining States forwarded a relatively small portion of the interstate claims compensated by California, Colorado, the District of Columbia, Florida, Maine, Montana, and Utah.

Extensive migration among covered workers continued to be evident during the fourth quarter. Claimants in every State and Territory received benefits from California, Illinois, and New York for work performed in those States. Similarly, Florida, Michigan, Ohio, and Pennsylvania compensated claims originating in all but one jurisdiction in the continental United States. With the exception of Florida, which offers primarily resort-job opportunities, these States have diversified industrial patterns and regularly attract workers from all sections of the country. Nearly every State received interstate claims from at least 30 agent jurisdictions.

While the large industrial States pay substantial benefits to out-of-State claimants, they also act as agent States for many claimants. As agent State, California transmitted claims to 50 jurisdictions, and Illinois, Michigan, New York, and Ohio sent claims to at least 48 jurisdictions. The majority of the States forwarded their claims to nearby States, but there were several notable exceptions. Between 10 and 17 percent of the weeks of unemployment compensated on interstate claims in Illinois, Indiana, Michigan, New York, and Ohio were forwarded by California. Similarly, Florida acted as agent State for 18 percent of the weeks compensated on interstate claims in New York, 15 percent in New Jersey, 6 percent in Ohio, and 5 percent in Michigan.

A majority of the States transmitted more claims as agent State than they compensated as

liable State, an indication that in most States the influx of claimant workers is greater than the movement of native workers to other States. More than a third of all interstate claims were compensated by California, New York, and Illinois. Alaska, Montana, and Wyoming compensated more than twice as many claims as they transmitted, and Illinois and New York compensated almost twice the number transmitted. On the other hand, Florida, Hawaii, Oregon, and Wisconsin forwarded between two and three times the volumes of claims compensated as liable State. In Wisconsin, this marks the fourth time in as many quarters that this proportion has been at least equaled, principally because of the steady migration of workers who return to draw benefits after employment in the highly industrialized sections of northern Illinois.

A comparison of the fluctuations in the level of out-of-State and resident unemployment is afforded by an analysis of the volume of weeks compensated on interstate and intrastate claims throughout the year. After remaining at virtually the same level during the first three quarters of 1940, the number of weeks compensated on interstate claims declined 14 percent in October-December from the previous quarter. On the other hand, the volume of weeks compensated on intrastate unemployment varied considerably from quarter to quarter, with a decline about three times as sharp during October-December as for interstate claims. These movements evidence the relative stability of interstate employment, indicating that out-of-State workers are attracted in large part to seasonal industries.

Despite the limitation in using an "average" payment, it is of interest to note that the average check for a week of total unemployment compensated on interstate claims during this quarter approximated \$11.38 in contrast to \$10.70 for a week of intrastate total unemployment. Interstate payments averaged higher not only for the country as a whole but for virtually every State, in about the same proportion as the over-all averages. The larger average benefit check is primarily accounted for by the fact that a majority of interstate workers are men, and most are engaged in manufacturing and construction, whereas the average for intrastate workers is weighted by the lower earnings of women, as well as of lower-paid workers in trade and service.

Characteristics of Placements, Fourth Quarter 1940

Public employment offices continued to play an increasingly important role in meeting labor needs of employers during the fourth quarter of 1940. Placements during October-December numbered 1,150,000, a gain of 16 percent over the previous quarter and of 25 percent over the corresponding quarter of 1939. More jobs were filled in private employment in October-December 1940 than in any other quarter on record. It should be noted that each month of 1940 established a new high over the corresponding months of previous years.

If construction placements, which showed an exceptional gain, are excluded from the totals, the increase would be 8.7 percent over the third quarter of 1940 and 17.1 percent over the fourth quarter of 1939. Similarly, the relative gain from the third to the fourth quarter would be approximately the same in 1940 as in 1939.

Placements by industry.—The effect of the defense program was particularly evident in the very large increase in construction placements. Such placements, many of which were made in connection with building army camps, airports, and ordnance plants, increased to 241,000, an expansion of 55 percent over July-September and of 66 percent over October-December 1939. Whereas construction placements decreased in 1939 from 24 percent of all placements in the third quarter to 16 percent in the fourth quarter, a reversal from 16 percent to 21 percent occurred for the same periods in 1940. This change obviously affected the relative importance of all other groups.

The unusual increase in construction placements in the fourth quarter was accompanied by a somewhat less sharp expansion of placements in trade, reflecting largely the filling of jobs created by Christmas needs in the distributive industries. Placements in wholesale and retail trade were 40 percent greater than in the previous quarter and 59 percent greater than in the fourth quarter of 1939. Although placements in manufacturing increased over the previous quarter, they were substantially higher than in the same period a year ago, the changes amounting to 8.4 percent and 26 percent, respectively.

Construction provided the largest field for job opportunities in the fourth quarter for the first time in 1940, accounting for 21 percent of all placements made. Placements in domestic serv-

ice, which previously held first place in 1940, declined in relative importance from almost 29 percent in the first quarter of 1940 to approximately 20 percent in the last quarter. Manufacturing and trade accounted for 19 percent and 18 percent of the total, respectively. Although only 7 per-

Table 9.—Complete placements of men and women, by industry and race, October-December 1940

[Data reported by State agencies, corrected to Feb. 25, 1941]

Industry	Total		Men		Women	
	Number	Percent-age change from July-September 1940	Total	White	Total	White
Total.....	1,149,990	+16.0	720,874	587,559	429,116	340,856
Agriculture, forestry, and fishery.....	76,501	-33.1	68,906	58,404	7,595	5,838
Mining.....	6,191	-5.8	6,073	5,637	118	116
Construction.....	241,368	+55.0	240,101	185,485	1,267	1,228
Manufacturing.....	217,142	+8.4	142,498	129,775	74,644	70,900
Transportation, communication, and other public utilities.....	27,878	+21.6	26,400	21,638	1,478	1,453
Wholesale and retail trade.....	209,420	+39.7	99,745	83,724	109,675	105,623
Finance, insurance, and real estate.....	8,250	+9.4	5,123	4,087	3,127	2,948
Service industries.....	361,302	+8.6	130,221	97,085	231,081	152,622
Domestic service.....	234,840	+8.9	45,253	30,134	189,587	114,660
Regular Government agencies.....	28,371	+48.5	24,939	21,729	3,432	3,305
Government relief projects.....	9,459	+5.2	6,857	6,005	2,602	2,484
Other service.....	88,632	-3	53,172	39,127	35,460	32,173
Establishments not elsewhere classified.....	1,938	+37.4	1,807	1,724	131	128

cent of all placements were made in agriculture, forestry, and fishery, it should be recognized that such placements represent only a part of the service rendered in this field, since most of the jobs filled in farm work are usually classified as supplementary placements. During October-December, approximately 477,000 supplementary farm placements were made in addition to 77,000 complete agricultural placements.

Placements by occupation.—The largest relative gains in placements during the fourth quarter occurred in the unskilled, skilled, and clerical and sales occupational groups.³ Placements of unskilled registrants numbered 329,000, increasing in relative importance from 25 percent of all jobs filled in the third quarter to 29 percent in the fourth quarter. Similarly, placements in skilled and related occupations numbered 125,000, com-

³ Comparison between periods prior to July 1940 and subsequent periods is not valid for most occupational groups because of the change in occupational classification effective at that time.

prising 11 percent of all placements as compared with 9 percent in July-September. The increase in the skilled group during the fourth quarter was primarily due to the demand for construction workers in army cantonments and was particularly pronounced in Arkansas, Florida, Kentucky, Louisiana, North Carolina, Vermont, and Wyoming.

The only other occupational category to show an increase in the relative proportion of placements completed by public employment offices was the clerical and sales group, which accounted for 159,000, or 14 percent of all jobs filled. Although more placements—333,000—were made in service pursuits than in any other occupational group, their relative importance as a source of job opportunity declined slightly. Placements in the semiskilled group declined to 109,000, or about 10 percent of the total, and those in agriculture, forestry, and fishery, which comprised 12 percent of placements in July-September, decreased to 82,000, only 7 percent of the total.

Reflecting holiday labor needs in the distributive industries, placements in clerical and sales jobs experienced the sharpest increase—65 percent—over the previous quarter. Placements in the skilled crafts and in the unskilled categories expanded 43 percent and 34 percent, respectively. Although declining relatively, service placements increased 7 percent over the third quarter. By far the sharpest decline from the third quarter was shown for placements in the professional and managerial category, which declined to almost half the July-September volume. Of significance also was the decline of 3 percent from the third quarter in the number of semiskilled workers placed.

Placements of men and women.—Placements of men during the 3-month period numbered 721,000, and those of women 429,000. Jobs filled by men in this quarter comprised 63 percent of all placements as compared with 59 percent in the corresponding period of 1939; the increase mainly reflected the larger volume of placements in construction. Each of the first 3 quarters of 1940, however, showed an increase in the proportion of placements of women over the corresponding quarters of last year. Placements of men showed a 32-percent gain over October-December 1939, while placements of women increased only 15 percent.

Table 10.—Complete placements of men and women, by occupation and race, October-December 1940

[Data reported by State agencies, corrected to Mar. 1, 1941]

Occupation	Total		Men		Women	
	Number	Percentage change from July-September 1940	Total	White	Total	White
Total.....	1, 149, 990	+16. 0	720, 874	587, 559	429, 116	340, 836
Professional and managerial.....	9, 442	-44. 0	7, 384	7, 307	2, 058	1, 976
Clerical and sales.....	158, 871	+64. 5	58, 447	57, 925	100, 424	100, 076
Service.....	332, 952	+6. 7	95, 764	61, 459	237, 188	158, 260
Agricultural, fishery, forestry, and kindred.....	82, 184	-29. 3	73, 406	60, 220	8, 778	7, 051
Skilled.....	124, 625	+43. 2	117, 836	114, 830	6, 789	6, 309
Semiskilled.....	109, 007	-2. 8	76, 737	70, 625	32, 270	30, 824
Unskilled.....	328, 757	+33. 8	290, 966	214, 869	37, 791	33, 021
Unspecified.....	4, 152	-10. 3	334	324	3, 818	3, 339

The more industrialized States generally reported a relatively greater number of placements of women, reflecting the gain in placements of domestic servants, although such placements declined relatively in each quarter of the year. In New Jersey and New York, placements of women exceeded those of men in each of the four quarters of 1940; and in Delaware, the District of Columbia, Illinois, and West Virginia, placements of women exceeded those of men for the year as a whole.

Age of persons placed.—Seasonal influences dominated the trend of placements in the various age groups during 1940. Placements of junior registrants during the fourth quarter gained in relative importance, largely because of employment in the Christmas trade. Although the number of placements in the younger and older age groups—i. e., under 25 and 55 and over—each increased approximately 25 percent over the October-December quarter of a year ago, their proportion of all placements remained the same in both periods.

The greatest concentration of placements of men was in the age groups below 35, which accounted for 62 percent of all placements of men. The most marked change in the age distribution of placements for men occurred among the youngest registrants. As in 1939, the age group of men 20 years of age and under accounted for only 11 percent of all male placements in the first quarter of 1940 but increased to 17 percent in the fourth quarter. All other age groups

remained relatively the same or showed moderate declines.

Placements of women showed even greater concentration in the younger age groups than did those of men. Twenty-five percent of the placements of women were of registrants under 21, and 42 percent of the female placements were of women less than 25 years old, in contrast to 17 percent and 33 percent, respectively, for men. Similar to the trend for men, the proportion of placements of women under 21 years increased over the year, while practically all the other age intervals showed relative declines.

Duration of jobs filled.—During the fourth quarter, public employment offices made approximately as many placements with private employers on jobs expected to last more than a month (regular placements) as they did for jobs of shorter duration. In terms of occupations, more regular jobs were filled in semiskilled occupations than in any other occupational group; fully 78 percent of all private placements in that category were expected to last longer than a month, approximately the same proportion as in the previous quarter. Only a slightly smaller proportion of placements in the skilled crafts was expected to last more than a month. The proportion of regular jobs in this category, however, increased from 66 percent in the third quarter to 71 percent in the fourth quarter, probably in part as a reflection of the increasing desire of employers to recruit skilled workers for longer periods in antici-

pation of labor stringencies. Similarly, the proportion of regular placements in the professional and managerial occupations increased from 54 percent to 61 percent. In every other occupational group, the number of temporary placements exceeded those of longer duration. The largest proportion of temporary placements was made in agriculture, forestry, and fishery, and in clerical and sales work, in which 68 percent and 61 percent, respectively, were for 30 days or less.

State Amendments

Some 200 bills relating to employment security were introduced in 43 jurisdictions during March, and one or more bills were enacted into law in each of the following 19 States: Arizona, Arkansas, Colorado, Georgia, Idaho, Indiana, Iowa, Maine, Montana, Nevada, New York, North Carolina, North Dakota, Oregon, South Dakota, Utah, Vermont, Washington, and West Virginia. The amendments deal with almost every phase of unemployment compensation, including coverage, benefits, eligibility, disqualifications, contributions, experience rating, and administration.

Coverage.—Coverage in terms of number of workers was changed in only one State, Washington, which extended coverage, effective July 1, 1941, from employers of eight or more workers to employers of one or more. In Arkansas the period during which employment of the required number of workers (one or more) shall occur, was reduced from 20 weeks to 10 weeks in 1941 and to 10 days in 1942 and thereafter. Three States—Arizona, Georgia, and North Dakota—extended coverage to employers not otherwise subject to the State law but covered by the Federal Unemployment Tax Act. Oregon enacted a provision authorizing employers to elect coverage for services covered by the Federal act. Indiana and North Carolina repealed common-control coverage provisions.

Ten States adopted employment exclusions which substantially conform to the Federal exclusions: Arizona, Arkansas, Colorado, Indiana, Nevada, North Carolina, North Dakota, Oregon, South Dakota, and Utah. The deadline for application for coverage termination was postponed in Arizona, Arkansas, New York, North Carolina, North Dakota, South Dakota, and Washington.

Benefits.—Benefit provisions were amended in

Table 11.—Complete placements of men and women, by age and race, October–December 1940

[Data reported by State agencies, corrected to Feb. 19, 1941]

Age (years)	Total		Men		Women	
	Number	Percent-age change from July–September 1940	Total	White	Total	White
Total.....	1, 149, 990	+16. 0	720, 874	587, 559	429, 116	340, 856
Under 21.....	226, 738	+21. 2	119, 817	103, 125	106, 921	95, 731
21–24.....	195, 631	+13. 6	120, 587	97, 823	75, 044	60, 954
25–29.....	178, 829	+13. 4	117, 782	92, 443	61, 047	45, 274
30–34.....	137, 243	+15. 0	90, 082	70, 846	47, 161	33, 774
35–39.....	114, 630	+18. 1	73, 094	57, 612	41, 536	29, 743
40–44.....	103, 970	+16. 5	66, 626	53, 521	37, 344	27, 301
45–49.....	79, 104	+15. 9	52, 526	43, 394	26, 578	20, 786
50–54.....	56, 457	+14. 4	38, 159	32, 314	18, 298	14, 574
55–59.....	33, 535	+12. 2	24, 217	20, 992	9, 318	7, 754
60–64.....	16, 661	+12. 7	12, 295	10, 910	4, 366	3, 668
65 and over.....	7, 076	+11. 0	5, 589	4, 517	1, 487	1, 288
Unspecified.....	116	–1. 7	100	62	16	9

many States. Georgia, one of the few remaining States with a long base period—8 or more quarters—adopted the standard 4-quarter individual base period and changed its benefit year to begin with the filing of a valid claim rather than with the first compensable week. Arkansas changed its base period from 4 of the last 6 quarters preceding the benefit year to a calendar year, and adopted a uniform benefit year beginning with July 1 instead of with the filing of a valid claim.

The benefit formula was amended in several States. North Dakota changed the weekly benefit rate from 50 percent of the full-time weekly wage to $\frac{1}{2}$ of total wages in the quarter of highest earnings in the base period. Georgia abandoned the formula of 50 percent of full-time weekly wage for a weighted schedule based on high-quarter earnings. The effect of the Georgia amendment is to weight benefits in favor of the low-wage groups. Oregon increased the weekly benefit rate from $\frac{1}{2}$ to 6 percent of high-quarter earnings; Utah, from $\frac{1}{4}$ to $\frac{1}{2}$ of such earnings. The maximum weekly benefit amount was increased in three States: Georgia, from \$15 to \$18; Indiana, from \$15 to \$16; and Utah, from \$16 to \$20. The minimum was increased in five States: Maine, from \$3 to \$5; North Carolina, from \$1.50 to \$3; Oregon, from \$7 to \$10; South Dakota, from \$3 to \$7; and West Virginia, from \$3 to \$6. Arizona and Georgia changed from the lesser of \$5 or $\frac{1}{2}$ of the full-time weekly wage to a flat \$5 for Arizona and \$4 for Georgia.

Benefit duration was liberalized in five States. Georgia repealed the $\frac{1}{2}$ earnings limitation to provide a flat duration of 16 weeks; Utah repealed its $\frac{1}{2}$ earnings limitation to establish a flat duration of 20 weeks. Indiana lengthened duration from 15 to 16 weeks but retained the 16-percent wage-credit maximum; Vermont increased duration from 14 to 15 weeks, without change in the $\frac{1}{2}$ -earnings limitation; and West Virginia, from 14 to 16 weeks, flat duration. On the other hand, Maine and South Dakota, which pay benefits on the basis of annual earnings, reduced benefit duration for the low-wage groups (shown in benefit schedules). Arkansas changed from a benefit duration equal to 16 times the weekly benefit amount or $\frac{1}{2}$ of uncharged wage credits to a duration of the lesser of (1) four times the weekly benefit amount times the number of base-period quarters for which wage credits equal at least $\frac{1}{2}$

of the high quarter's wages and (2) $\frac{1}{2}$ of base-period wage credits.

Partial-benefit provisions were amended in four States. Arkansas established partial benefits to equal the difference between the weekly benefit amount and wages in excess of \$3, instead of the difference between weekly benefit amount and $\frac{1}{2}$ of wages, as under its old provision. Arizona amended partial benefits to equal the difference between the weekly benefit amount and earnings in excess of \$3. It formerly computed partial benefits as the difference between earnings and \$2 more than the weekly benefit amount. Utah repealed a provision for disregarding odd-job earnings of \$3 or less in calculating partial benefits. West Virginia discarded a quarterly plan for paying partial benefits in favor of a pay-period plan, which provides benefits for any period of less than 50 percent of the normal-shift expectancy (i. e., less than the normal full-time work), and payment on the basis of a table contained in the law.

Waiting period.—The waiting period was shortened in 13 States. Arkansas changed from a waiting period of 2 weeks in 13 preceding claim for benefits, to 1 week within the benefit year; Arizona, from 2 weeks in 13, with a maximum of 5 weeks in 65, to 1 week within the benefit year; Georgia, from 2 weeks in 13, with a maximum of 3 additional weeks within the benefit year, to 2 weeks within the benefit year; Idaho, from 2 weeks in 13 within the benefit year, to 2 weeks within the benefit year; Indiana, from 2 weeks to 1 week in 13 weeks preceding the benefit period; Maine, from 2 weeks total or partial to 1 week total or 2 weeks partial; Montana, from 2 weeks in 13, but not more than 2 additional weeks in the benefit year, to 2 weeks in the benefit year, and 1 additional waiting period in the benefit year after reemployment for at least 13 weeks or after any reemployment by the former employer; North Carolina and Utah, from 2 weeks to 1 week; Oregon, South Dakota, and Vermont, from 3 weeks to 2 weeks; West Virginia, from 3 weeks to 1 week.

Wage qualifications.—Four States made substantial changes in the qualifying-wage requirement. Arkansas changed from a requirement of 16 times the weekly benefit amount earned in 3 quarters to 22 times the weekly benefit amount earned in the base period, unless Congress sets a higher mini-

um, in which case the qualifying wage is to be increased accordingly. Georgia substituted for the former requirement of 16 times the weekly benefit amount in 3 quarters a schedule with amounts varying from \$100 (25 times the minimum weekly benefit amount) to \$720 (40 times the maximum weekly benefit amount). Utah changed from 36 times the weekly benefit amount minus \$36 to a flat 30 times the weekly benefit amount. Nevada provides instead of the former flat \$200 a requirement of \$200 or twice the square of the weekly benefit amount, whichever is greater, and including earnings of 5 times the weekly benefit amount in some quarter other than that of highest earnings.

Disqualifications.—Disqualifications were extensively amended and in many cases made more stringent, particularly with respect to voluntary leaving, discharge for misconduct, and refusal of suitable work. Arkansas amended the labor-dispute disqualification to provide that it shall not apply where the employer violates a trade agreement or any State or Federal labor law or where employees are protesting wages, hours, or working conditions which are substandard for the industry and locality; also to eliminate the labor-dispute disqualification in cases where the unemployment is due to a lock-out. Disqualification for fraudulent claims for the month the claim is made and 5 additional months is provided, and disqualifications for receipt of wages in lieu of notice and workmen's compensation are repealed. Arizona changed disqualifications for voluntary leaving and discharge for misconduct from up to 5 weeks to a flat 4-week period, in addition to the week of separation, and reduced benefit duration by 4 weeks in each case. The disqualifications for receipt of workmen's compensation and wages in lieu of notice are repealed. Georgia increased the period of disqualification for voluntary leaving and work refusal from up to 5 weeks to 2-8 weeks, in addition to the week of separation, and for discharge for misconduct from up to 6 weeks to 3-10 weeks, in addition to the week of discharge; for each of these causes benefit duration is to be reduced by the number of weeks of disqualification imposed.

Idaho imposed a reduction in benefit duration for each week of disqualification for refusal of suitable work. Indiana specified that disqualification for voluntary leaving or discharge for misconduct

should take effect at the end of any period for which the individual receives dismissal wages; provided cancellation of all prior wage credits in case of misrepresentation to obtain benefits; and added disqualification for receipt of back payments under the National Labor Relations Act. Maine provided disqualification for any week for which an individual files a fraudulent benefit claim, and reduced benefit duration by the number of weeks he is disqualified. Montana disqualified an individual from the receipt of benefits under any State act similar to title II of the Federal Social Security Act or benefits under another unemployment insurance system, and provided cancellation of all wage credits of a woman who has left work to marry. Nevada increased the maximum period of disqualification for voluntary leaving, discharge for misconduct, and refusal of suitable work, from 5 to 15 weeks in the benefit year, in addition to the week of occurrence; amended the labor-dispute disqualification to repeal "stoppage of work" clause; and added certain miscellaneous disqualifications.

North Carolina lengthened the period of disqualification for voluntary leaving and refusal of suitable work from 1-5 weeks to 4-7 weeks, in addition to the week of separation, and for discharge for misconduct from 1-9 weeks to 5-10 weeks, in addition to the week of discharge, and provided for reduction of benefit duration in each case by the number of disqualification weeks, except any week the individual obtains reemployment; certain miscellaneous disqualifications were also repealed.

North Dakota added disqualifications for disciplinary suspension and for unemployment due to marriage and school attendance, and amended the disqualification for labor dispute so as not to apply to individuals financing a labor dispute. Oregon and Utah added disqualification because of quitting work to marry. Utah also provided disqualification for school attendance and for receipt of benefits under another State or Federal unemployment compensation law. Washington increased disqualification for voluntary leaving from 2 weeks to 2-5 weeks, in addition to the week of leaving; provided disqualification of from 2-5 weeks for suspension for misconduct, and of 26 weeks for misrepresentation to obtain benefits; and added certain miscellaneous causes for disqualification, including marriage.

West Virginia lengthened the disqualification period for voluntary leaving and discharge for misconduct; added a provision to reduce benefit duration by the number of weeks of disqualification imposed; and amended the labor-dispute disqualification to specify that it shall not apply in cases in which the strike is protesting, or a lock-out attempts to force acceptance of, wages or working conditions substantially less favorable than those prevailing in the locality and industry, or cases in which the right to collective bargaining has been denied.

Contributions.—Following the pattern of the Federal Unemployment Tax Act, eight States adopted the \$3,000 wage limitation: Arizona, Arkansas, Georgia, Indiana, Montana, North Carolina, North Dakota, and Utah. The "wages paid" basis for contributions was adopted in all these States except Arkansas, and also in South Dakota and West Virginia. Interest rate on delinquent contributions was reduced from 1 percent to 0.5 percent in Indiana and North Carolina, and the deadline for refund of erroneously collected contributions was extended from 1 to 3 years in Arizona and Arkansas, and from 1 to 4 years in Georgia. Collection methods were strengthened in Arizona, Arkansas, Nevada, North Carolina, Utah, and Washington. Arizona and Arkansas adopted provisions for making contributions a lien on property of the delinquent employer, and authorized arbitrary and jeopardy assessments under certain conditions. In Arizona a penalty in connection with arbitrary assessments was prescribed equal to 10 percent of contributions involved, or 25 percent in case of fraud. Idaho provided additional interest penalties for delinquency. Nevada and North Carolina authorized jeopardy assessments.

Experience rating.—Utah repealed experience rating but provided for a study and report to be made by January 1943. Georgia—previously without experience rating—adopted a plan for the reserve-ratio type with rates varying from 1 to 2.7 percent; no employer's rate is to be less than 2.7 percent if the balance in the fund is less than $2\frac{1}{2}$ times the highest annual benefits paid in 5 preceding years or \$12.5 million, whichever is greater. Arizona postponed experience rating until January 1942; provided that all contributions—instead of those exceeding 1 percent of annual pay roll—shall be credited to the employer's

account, and that benefits shall be charged against all base-period employers in proportion to wages paid by them, instead of against most recent employers only; and postponed for 2 years—until 1943—application of the provision for increasing rates above 2.7 percent. Indiana lowered rates, reduced reserve requirements, and postponed for 2 years application of the provision for increasing rates. This latter provision was repealed altogether in West Virginia. Nevada postponed experience rating for 2 years—until January 1944. North Carolina changed from a nonautomatic to an automatic employer-reserve type with partial-pooled account. Conversely, South Dakota switched from an automatic modified employer-reserve to a nonautomatic employer-reserve type, with provision for transfer of an amount not in excess of 0.5 percent of the previous year's pay roll to the pooled account, in case the balance in the fund falls below \$50,000.

Oregon amended its law to require 3 years of benefit experience (instead of only 1 year) and to provide for rate modification on the basis of the condition of the fund. No rate is to be increased beyond 2.7 percent if the fund exceeds 6 percent of the average annual pay rolls for the preceding 5 years, or be reduced below 2.7 percent if the fund is less than 3 percent of such average annual pay rolls. Washington extends the time for reporting on a study of experience rating, from January 1941 to January 1943.

Administration.—Several States reorganized employment security administration. Arkansas merged the unemployment compensation and employment service sections of the Unemployment Compensation Division into an Employment Service Division.

Nevada replaced its Division of Unemployment Compensation (under direction of the Labor Commissioner) by an independent Employment Security Department, to be administered by an executive director appointed by the Governor, and substituted a nine-member Employment Security Council for the former State Advisory Council.

North Carolina substituted an unemployment compensation commission of seven appointive members for its former commission of two appointive members and one ex officio member—the Labor Commissioner—and abolished the State Advisory Council. Indiana changed the name of the Unemployment Compensation Divi-

sion to Employment Security Division, and in Utah the Department of Placement and Unemployment Insurance was renamed the Department of Employment Security (in the Industrial Commission as formerly). Idaho created an advisory council of three to eleven members, and Washington a State advisory council of an equal number of employers and employees, and of such number of members representing the public as the Commissioner may designate. The Commissioner may also appoint industry or other special councils.

Benefit claims and appeals procedures were amended or revised in Arizona, Arkansas, Idaho, Indiana, Nevada, North Carolina, North Dakota, Oregon, Utah, and Washington. Fifteen States

provided additional safeguards for their unemployment compensation and administration funds, including a provision calling for the replacement of lost or improperly expended administration funds: Arizona, Arkansas, Georgia, Idaho, Indiana, Maine, Montana, Nevada, North Carolina, North Dakota, Oregon, South Dakota, Utah, Washington, and West Virginia.

Preserving benefit rights of persons in military service.—Thirteen States adopted provisions for preserving and protecting benefit rights of persons entering the military or naval service of the United States: Arizona, Arkansas, Georgia, Indiana, Maine, Montana, Nevada, North Carolina, North Dakota, Oregon, South Dakota, Utah, and Washington.

Railroad Unemployment Insurance*

In February 1941 the regional offices of the Railroad Retirement Board received 5,854 applications for certificate of benefit rights, or an average of 1,464 per week (table 1). This average, which is only about one-half that for January, is the lowest since June 1940. Applications declined continuously in February from nearly 2,000 in the first week to less than 1,100 in the last. Since applications are submitted only once during a benefit year and usually during the earlier months, it is to be expected that the number in the second

half of the benefit year will be low and steadily declining.

By the end of February applications based on 1939 wages numbered 163,658. Certificates of benefit rights were issued to 159,389 eligible applicants, and 3,480 employees were held ineligible because they earned less than \$150 in the base year. At the end of February, 789 applications were still in the process of adjudication.

The number of unemployment insurance claims received in February was 133,306; the average of 33,327 per week was about 6,400 less than the figure for the preceding month. This reduction in the claims load, for the first time since October

*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—*Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, and benefit payments certified, by specified period, 1940-41 and 1939-40*¹

Period	1940-41				1939-40			
	Applica- tions	Claims	Benefit payments		Applica- tions	Claims	Benefit payments	
			Number	Amount			Number	Amount
Middle of November-February.....	61,661	517,760	² 449,457	² \$8,520,556	58,518	478,662	350,964	\$5,306,735
February.....	5,854	133,306	125,803	2,457,134	9,117	137,954	111,800	1,690,429
1st week.....	1,983	32,007	33,565	645,687	2,293	37,128	29,873	461,138
2d week.....	1,501	36,281	33,483	655,762	1,978	33,176	27,062	403,090
3d week.....	1,283	32,009	29,714	579,896	1,780	32,263	25,720	387,895
4th week.....	1,087	33,009	29,041	575,789	3,006	35,387	29,145	438,306
Weekly average:								
Middle of November-December.....	6,324	32,206	23,802	435,043	5,058	27,498	18,127	275,573
January.....	2,885	39,752	39,362	754,649	3,499	37,058	28,069	421,824
February.....	1,464	33,327	31,451	614,283	2,280	34,489	27,950	422,607

¹ Data begins as of middle of November, because Nov. 16, 1940, was 1st day for processing claims under amended act.

² Net figures, corrected for underpayments and recovery of overpayments through end of February.

1940, is related to the rise in railroad employment in February following the continuous decline in the 3 preceding months. According to the compilations of the Interstate Commerce Commission, employment on class I railroads rose by about 11,400 from the middle of January to the middle of February; there was a seasonal upturn in maintenance-of-way employment and more than a seasonal increase in shop employment.

In February 1941 the number of claims was 3 percent less than in February 1940, although in the period from the middle of November 1940 through January 1941 claims receipts exceeded those for the corresponding period of the preceding year. These differences in the volume of claims reflect mainly the differences in the movement of employment in the 2 years for shops and maintenance of way. In 1939-40 a high peak of shop employment in November was followed by a continuous decline until the following April; in 1940-41 shop employment reached an equally high level in October, declined slightly until the following January, and increased in February to a point higher than in October 1940. For maintenance of way, the drop in November and December 1940 from the summer peak was sharper than in 1939, but in the following January and February employment regained in part the normal seasonal level.

The number of claims processed in February was 147,530. The excess over receipts for the month is accounted for only in part by a reduction in the number awaiting processing from about 12,150 at the beginning of the month to about

6,900 at the end. Included in the number of adjudications are also 8,976 reprocessed claims, nearly all of which were previously held ineffective because of the failure to submit the application for employment service required for registration with the Board's employment offices.

Of the 125,803 claims certified in February for benefit payment, 8,533 also carried waiting-period credit and 226 were delayed benefit certifications made under the original law. For both these groups benefits were payable only for each day of unemployment in excess of 7, while on the balance of claims, benefits were certified for each day of unemployment in excess of 4. In addition, 456 claims for registration periods with 7 days of unemployment were certified for waiting period under the amended act, and 106 for half months with 8 or more days of unemployment for waiting-period credit under the original law.

The total amount of benefits certified in February was about \$2.5 million, of which only \$3,200 applied to claims adjudicated under the act prior to amendment. The benefits for the 8,533 claims with waiting-period credit amounted to approximately \$119,000, or an average of \$13.93 per registration period with a maximum of 7 compensable days (table 2). This average was somewhat lower than in January, reflecting a reduction in the average daily benefit amount. For the 117,044 claims with a maximum of 10 compensable days, benefits totaled over \$2.3 million, an average of \$19.95, practically the same as the average for the preceding month. An examination

Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days, under amended act, by specified period, November 1940–February 1941¹

Type of certification and period	All certifications				Certifications with 14 days of unemployment		Certifications with 8-13 days of unemployment			Certifications with 5-7 days of unemployment		
	Number	Average benefit payment	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Percent of all certifications	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Average number of compensable days
Certifications for first registration period:²												
Nov. 16, 1940–Jan. 3, 1941	43,995	\$14.06	\$2.36	5.96	66.8	\$2.35	33.2	\$2.41	3.91			
Jan. 4–31	22,064	14.47	2.60	5.58	58.6	2.55	41.4	2.71	3.59			
Feb. 1–28	8,533	13.93	2.47	5.65	59.3	2.47	40.7	2.47	3.69			
Certifications for subsequent registration periods:²												
Nov. 16, 1940–Jan. 3, 1941	112,374	20.26	2.33	8.72	69.4	2.32	24.1	2.34	6.85	6.5	\$2.55	2.03
Jan. 4–31	134,886	19.96	2.31	8.65	67.5	2.30	25.8	2.35	6.81	6.7	2.46	2.04
Feb. 1–28	117,044	19.95	2.31	8.63	67.8	2.31	24.8	2.33	6.84	7.4	2.42	2.05

¹ Data based on 20-percent sample, except number of certifications and average benefit per certification.

² Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

of the averages for the three groups of certifications of this type shows that there were no significant changes from January either in the daily benefit amounts or in the number of days of unemployment in the registration period.

Of the certifications in February, 3,269 were final certifications for the benefit year ending June 30, 1941, because of exhaustion of benefit rights. The cumulative total of exhaustions by the end of February was 6,674. Each of these individuals received 100 daily benefit amounts, partly under the provisions of the original law for unemployment in half months begun between July 1 and October 31, 1940, and partly under the provisions of the amended act for unemployment in registration periods begun on and after November 1. The earliest cases of exhaustion—for persons continuously unemployed since the middle of June—occurred in the last week in December.

By the end of February, 107,624 individuals had had one or more benefit payments certified under the amended act, an increase of more than

10,100 over the number at the end of January. Almost 42,000 of these workers had also received, under the unamended law, benefits for unemployment in July–October 1940. It is estimated that benefits for the period July–October 1940 were paid to about 17,000 on the basis of compensation credited for 1938, and to 24,900 on the basis of 1939 wages. For the remaining 65,700 individuals benefits in the fiscal year 1940–41 were certified only under the amended act.

Employment Service

In February the employment service operated by the Railroad Retirement Board received orders for 2,514 openings, evenly divided between the railroad and other industries. During the month 536 openings were canceled before placements could be made. Altogether 2,357 applicants for employment service were referred to available vacancies, and 701 placements were made. The weekly average of placements in February was 175, compared with 200 in January and 179 in December.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

Operations Under the Social Security Act

Family Classification of Workers and Beneficiaries Represented in Claims Allowed, January-December 1940

A summary of information now available relative to claims allowed under the old-age and survivors insurance program during the entire year of 1940 is here presented.¹

During the year, claims for monthly benefits were allowed for 132,335 retired workers and for 122,649 family members—wives, widows, children, or aged parents. About 53 percent of the former represent retired workers whose claims were allowed in the last 6 months of the year and about 62 percent of the latter represent family members whose claims were allowed in the same period. The relatively larger increase in number of claims allowed for family members during the last 6 months of the year as compared with those allowed for retired workers was anticipated because of special conditions affecting the numbers and types of claims allowed during the first 6 months. As noted in previous issues, claims allowed in that period for retired workers included a large number for individuals who retired prior to January 1, 1940. The number of claims allowed in the first 6 months to family members surviving deceased

workers was more affected by lags in filing claims and time required for administrative processes than the number of such claims allowed in the last 6 months. The increased proportion of wife's benefits allowed in the last 6 months is largely accounted for by the entitlement to primary benefits in that period of an increased proportion of older workers who are more likely than those at younger ages to have wives aged 65 or over. (See the March Bulletin, pp. 76-79, for age distribution of beneficiaries.)

Entitlement of a retired worker to a primary benefit and any entitlements of his dependents to wife's or child's benefits having the same date of entitlement as his primary benefit are considered initial entitlements with respect to the wages of the retired worker. Entitlements of his dependents to wife's or child's benefits based on his wages but having later dates of entitlement than his primary benefit are known as subsequent entitlements with respect to the wages of the retired worker. Correspondingly, entitlements to survivors monthly benefits which have the earliest date of entitlement of any survivors benefits based on his wages are considered initial entitlements with respect to the wages of a deceased worker; entitlements to survivors monthly benefits having later dates of entitlement than such earliest date are known as subsequent entitlements with respect to the wages of the deceased worker. Lump-sum death payments are always initial entitlements; if a lump-sum death payment has been allowed with respect to the wages of a deceased worker, all monthly survivors benefits which may be allowed with respect to that worker's wages represent subsequent entitlements.

Among the 122,649 family members for whom monthly benefits were allowed in 1940, there were 118,907 who were initially entitled and 3,742 who were subsequently entitled to such benefits. The number of individuals who were subsequently entitled to benefits comprised a considerably larger proportion of family members whose claims were allowed in the latter half of the year than of those whose claims were allowed in the

¹ For data on the family classification of beneficiaries whose claims were allowed in the first half of 1940, see the January 1941 Bulletin, pp. 68-73.

Table 1.—Number of workers on whose wages claims for primary benefits were allowed, by sex of worker and family classification of beneficiaries, January-December 1940¹

Sex and marital status of worker and entitlement of wife	Total workers	Workers with 1 or more children entitled to child's benefits	Workers with no children entitled to child's benefits
Total.....	132,335	5,804	126,441
Male, total.....	117,429	5,890	111,539
Married:			
Wife entitled to wife's benefits.....	31,805	52	31,753
Wife not entitled to wife's benefits.....	56,164	5,259	50,905
Other ² or unknown marital status.....	29,460	579	28,881
Female, total.....	14,906	4	14,902

¹ Data relate to initial entitlements only. See the January 1941 Bulletin, p. 68.

² Single, widowed, or divorced.

first half. Such an increase would obviously be expected, as the current subsequent entitlements arise with respect to the workers represented by cumulative initial entitlements. This increase in subsequent entitlements accounts for a small part of the increase noted above in number of claims allowed to family members in the last 6 months of the year. The distribution by entitlement of all family members whose claims were allowed during the year is as follows:

Type of beneficiary (excluding primary)	Number of beneficiaries		
	Total	Initially entitled	Subsequently entitled
Total.....	122,649	118,907	3,742
Wife.....	34,555	31,805	2,750
Child of primary beneficiary.....	8,249	8,204	45
Child of deceased worker.....	51,133	50,730	403
Widow aged 65 or over.....	4,600	4,243	357
Widow with 1 or more child beneficiaries in her care.....	23,260	23,109	151
Parent.....	852	816	36

The data in tables 1-4 relate only to initial entitlements within the year. The various characteristics of the workers relate to date of entitlement to primary benefits (table 1) or to date of death of the worker (table 2).

A distribution according to the entitlement of their dependents to benefits of the 132,335 workers whose claims for primary benefits were allowed during the year is presented in table 1. A significant fact to be noted in comparing the distribution for the entire year with that for the first

Table 2.—Number of deceased workers on whose wages claims for monthly benefits or lump-sum payments were allowed, by sex of worker and family classification of beneficiaries, January–December 1940 ¹

Sex and marital status of worker and entitlement of widow	Total workers	Workers with 1 or more children entitled to child's benefits	Workers with 1 or more parents entitled to parent's benefits	Workers with neither children nor parents entitled to benefits	
				With widow only entitled	With lump-sum payment allowed
Total.....	94,153	27,999	744	4,330	61,080
Male, total.....	84,674	27,481	544	4,330	52,319
Married:					
Widow entitled to widow's benefits.....	4,243	6		4,237	
Widow entitled to widow's current benefits.....	23,109	23,016		93	
Widow not entitled to widow's or widow's current benefits.....	37,971	2,540			35,431
Other ² or unknown marital status.....	19,351	1,919	544		16,888
Female, total.....	9,479	518	200		8,761

¹ Data relate to initial entitlements only.

² Represent widows of deceased primary beneficiaries having 1 or more children entitled to child's benefits prior to death of primary beneficiary.

³ Single, widowed, or divorced.

6 months is the increase during the year in the proportion of retired workers having wives initially entitled to a wife's benefit. This fact has been previously explained as resulting from the inclusion of a larger proportion of older workers among claims allowed in the last 6 months. Including both initial and subsequent entitlements to wife's benefits, 39 percent of the male married workers whose claims were allowed during the year had

Table 3.—Number of workers on whose wages claims for child's benefits were allowed, by sex of worker, family classification of beneficiaries, and number of child beneficiaries, January–December 1940 ¹

Characteristics of worker and entitlement of wife or widow	Total workers	Number of workers with—					Total child beneficiaries
		1 child beneficiary	2 child beneficiaries	3 child beneficiaries	4 child beneficiaries	5 or more child beneficiaries	
All workers.....	33,893	17,605	9,634	4,733	1,775	145	58,934
Workers entitled to primary benefits, total.....	5,804	3,838	1,858	156	32	10	8,204
Male, total.....	5,900	3,834	1,858	156	32	10	8,200
Married:							
Wife entitled to wife's benefits.....	52	52	0	0	0	0	52
Wife not entitled to wife's benefits.....	5,259	3,371	1,704	143	31	10	7,386
Other ² or unknown marital status.....	579	411	154	13	1	0	762
Female, total.....	4	4	0	0	0	0	4
Deceased workers, total.....	27,999	13,767	7,776	4,577	1,743	136	50,730
Male, total.....	27,481	13,398	7,676	4,540	1,723	135	49,991
Married:							
Widow entitled to widow's or widow's current benefits.....	23,022	11,573	6,936	4,132	279	102	39,479
Widow not entitled to widow's or widow's current benefits.....	2,540	666	283	241	1,328	22	7,386
Other ² or unknown marital status.....	1,919	1,159	457	176	116	11	3,126
Female, total.....	518	309	100	28	20	1	739

¹ Data relate to initial entitlements only.

² Single, widowed, or divorced.

Table 4.—Number of workers on whose wages claims for monthly benefits were allowed, number of beneficiaries represented, and monthly amount of benefits, by sex of worker and family classification of beneficiaries, January–December 1940¹

Characteristics of worker and family classification of beneficiaries	Number of workers	Number of beneficiaries	Monthly amount of benefits ²	Average monthly amount per family
All workers and beneficiaries.....	165,408	251,242	\$4,662,454	\$28.19
Workers entitled to primary benefits, and their dependents:				
Male worker:				
Worker only.....	79,786	79,786	1,828,205	22.91
Worker and wife.....	31,753	63,506	1,159,322	36.51
Worker and 1 or more children.....	5,638	13,986	215,332	36.88
Worker, wife, and 1 child.....	52	156	2,500	49.81
Female worker:				
Worker only.....	14,902	14,902	273,753	18.37
Worker and 1 child.....	4	8	79	19.75
Survivors of deceased workers:				
Male worker:				
Widow only.....	4,330	4,330	87,781	20.27
Widow and 1 or more children.....	23,022	62,501	952,790	41.39
1 or more children.....	4,459	10,512	124,992	28.03
Either or both parents.....	544	592	7,866	14.46
Female worker:				
1 or more children.....	518	739	6,904	13.33
Either or both parents.....	200	224	2,840	14.20

¹ Data relate to initial entitlements only.

² Represents monthly amount payable without adjustments required by sec. 203 (subsecs. d, e, g, and h) or sec. 907 of the Social Security Act Amendments of 1939.

wives entitled to wife's benefits during the year. It is to be expected that there will be many subsequent entitlements of wives of the remaining male married primary beneficiaries as more wives attain the age of 65.

A corresponding distribution of deceased workers with respect to whose wages claims for monthly benefits or lump-sum payments were allowed during the year is presented in table 2. The most significant difference between the distribution for the entire year and that for the first half is the anticipated increase in the proportion of deceased workers survived by aged widows entitled to benefits. An initial entitlement to a widow's current benefit only occurred with respect to 93 deceased workers. These were workers who had been entitled to primary benefits during the year and who also had had one or more children entitled to child's benefits. Since the subsequent death of such a worker does not affect the entitlement of the children to child's benefits, the entitlement of his widow to widow's current benefits may constitute the only initial entitlement to survivors benefits with respect to his wages.

Table 5.—Number and amount of monthly benefits in force¹ in each payment status² and actions effected during the month, by type of benefit, February 1941

[Data corrected to Mar. 11, 1941]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Jan. 31, 1941.....	267,367	\$4,933,837	138,156	\$3,136,332	35,734	\$433,989	62,707	\$763,553	5,313	\$108,051	24,490	\$479,312	967	\$12,600
In current-payment status.....	244,286	4,461,159	122,390	2,765,869	32,586	394,910	60,531	739,101	5,195	105,285	22,626	443,495	958	12,499
In deferred-payment status.....	2,057	49,299	1,615	42,365	228	3,094	73	818	100	2,332	34	610	7	80
In conditional-payment status.....	21,024	423,379	14,151	328,098	2,920	35,985	2,103	23,634	18	434	1,830	35,207	2	21
Actions during February 1941:														
Claims allowed.....	25,012	446,455	11,062	248,676	3,382	40,408	6,848	84,453	901	18,346	2,715	53,167	104	1,405
Entitlements terminated ³	1,910	33,346	741	17,335	379	4,590	561	6,975	9	182	210	4,138	10	126
Net adjustments ⁴	-84	-808	-30	-396	-7	-71	-41	-277	1	28	-7	-92		
In force as of Feb. 28, 1941.....	290,385	5,346,138	148,447	3,367,277	38,730	469,736	68,953	840,754	6,206	126,243	26,988	528,249	1,061	13,879
In current-payment status.....	265,796	4,842,305	131,814	2,975,519	35,346	427,578	66,591	813,941	6,080	123,348	24,915	488,172	1,050	13,747
In deferred-payment status.....	2,258	53,267	1,734	45,248	267	3,649	101	1,078	103	2,366	45	830	8	96
In conditional-payment status.....	22,331	450,566	14,899	346,510	3,117	38,509	2,261	25,735	23	529	2,028	39,247	3	36

¹ Represents total claims allowed, after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940, when monthly benefits were first payable.

² Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

³ Terminations may be for following reasons: primary benefit—beneficiary's death; wife's benefit—beneficiary's death, death of husband, divorce, or entitlement of beneficiary to equal or larger primary benefit; child's bene-

fit—beneficiary's death, marriage, adoption, or attainment of age 18; widow's benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—beneficiary's death, remarriage, entitlement to widow's benefit or to equal or larger primary benefit, or termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to other equal or larger monthly benefit.

⁴ Adjustments in amount of monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203 (a) of amended act are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203 (b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.

Table 6.—Monthly benefits and lump-sum death payments certified, by type of payment, February 1941

Type of payment	Number of beneficiaries	Amount certified		Percentage distribution	
		Total	Average	Beneficiaries	Amount
Monthly benefits ¹	267,938	\$5,350,550	\$20.00	100.0	100.0
Primary.....	132,656	3,182,988	23.99	49.5	59.4
Supplementary.....	43,329	574,465	13.07	16.2	10.8
Wife's.....	35,684	465,015	13.07	13.3	8.7
Child's.....	7,745	109,450	14.13	2.9	2.1
Survivors.....	91,953	1,602,097	17.38	34.3	29.8
Widow's.....	6,025	151,777	25.19	22.3	15.7
Widow's current.....	25,268	589,707	23.34	2.2	2.8
Child's.....	59,606	842,292	14.13	9.4	11.0
Parent's.....	1,054	18,321	17.38	.4	.3
Lump-sum death payments.....	49,058	1,224,977	24.98		
Under 1939 amendments ²	48,495	1,199,244	141.17		
Under 1935 act ³	563	25,733	45.71		

¹ Distribution by type of benefit partly estimated.

² Includes retroactive payments.

³ Payable with respect to workers who died after Dec. 31, 1939, in cases where no survivor could be entitled to monthly benefits for month in which worker died.

⁴ Represents number of deceased workers on whose wages payments were based.

⁵ Payable with respect to workers who died prior to Jan. 1, 1940.

An analysis of the workers whose children were entitled to child's benefits in terms of the number of children so entitled is presented in table 3.

The family groupings of beneficiaries, including retired workers and members of their families who are entitled to monthly benefits and the survivors of deceased workers who are similarly entitled, are shown in table 4. The average monthly amount of benefit allowed per family varies somewhat from that allowed in the first 6 months for each class of family. (See the January Bulletin, p. 71.) Such variations do not seem to indicate any particular trend. The only large variation, that in the average family benefit for families consisting of a retired female worker and child, is insignificant in view of the small number of families in this group.

Monthly Benefits in Force and Payments Certified, February 1941

The number and amount of monthly benefits in force at the beginning and end of February, by type of benefit and payment status are given in table 5, together with changes in the number and amount of each type of benefit in force resulting from actions effected during the month. The data are preliminary inasmuch as they do not include changes in number and amount of benefits in force effected during the month but recorded after the correction date shown on the table. The inci-

dence of deductions required under sections 203 or 907 of the amended act is indicated by the division according to payment status of benefits in force.

Table 6 gives the number of beneficiaries for whom monthly benefit payments were certified during February, the corresponding amount certi-

Table 7.—Weekly average of employee accounts established and employer identification numbers assigned, by State, February 1941 ¹

Social Security Board region and State	Employee accounts		Employer identification numbers	
	Average number	Percentage distribution	Average number	Percentage distribution
Total.....	101,680	100.0	7,806	100.0
Region I:				
Connecticut.....	1,554	1.5	153	2.0
Maine.....	549	.5	61	.8
Massachusetts.....	3,372	3.3	315	4.0
New Hampshire.....	297	.3	32	.4
Rhode Island.....	608	.6	38	.5
Vermont.....	168	.2	16	.2
Region II:				
New York.....	10,235	10.2	1,306	16.9
Region III:				
Delaware.....	206	.2	22	.3
New Jersey.....	2,740	2.7	502	6.4
Pennsylvania.....	5,938	5.8	259	3.3
Region IV:				
District of Columbia.....	755	.7	10	.1
Maryland.....	1,517	1.5	16	.2
North Carolina.....	5,300	5.2	85	1.1
Virginia.....	3,192	3.1	230	2.9
West Virginia.....	1,696	1.7	97	1.2
Region V:				
Kentucky.....	2,680	2.6	127	1.6
Michigan.....	3,832	3.8	461	5.9
Ohio.....	4,094	4.0	394	5.0
Region VI:				
Illinois.....	5,174	5.1	422	5.4
Indiana.....	2,390	2.4	152	1.9
Wisconsin.....	1,651	1.6	124	1.6
Region VII:				
Alabama.....	2,430	2.4	76	1.0
Florida.....	1,892	1.9	200	2.6
Georgia.....	2,802	2.8	130	1.7
Mississippi.....	1,335	1.3	40	.5
South Carolina.....	1,949	1.9	63	.8
Tennessee.....	3,768	3.7	105	1.3
Region VIII:				
Iowa.....	1,386	1.4	72	.9
Minnesota.....	1,196	1.2	87	1.1
Nebraska.....	688	.7	68	.9
North Dakota.....	225	.2	7	.1
South Dakota.....	212	.2	11	.1
Region IX:				
Arkansas.....	1,516	1.5	115	1.5
Kansas.....	1,131	1.1	136	1.7
Missouri.....	3,364	3.3	166	2.1
Oklahoma.....	1,184	1.2	130	1.7
Region X:				
Louisiana.....	2,264	2.2	27	.3
New Mexico.....	525	.5	34	.4
Texas.....	5,518	5.4	402	5.2
Region XI:				
Arizona.....	442	.4	20	.3
Colorado.....	719	.7	109	1.4
Idaho.....	274	.3	30	.4
Montana.....	293	.3	14	.2
Utah.....	226	.2	38	.5
Wyoming.....	139	.1	28	.4
Region XII:				
California.....	5,190	5.1	558	7.1
Nevada.....	74	.1	18	.2
Oregon.....	918	.9	100	1.3
Washington.....	1,192	1.2	165	2.1
Territories:				
Alaska.....	33	(²)	14	.2
Hawaii.....	238	.2	21	.3

¹ Average relates to 4 weeks, Feb. 1-28, 1941.

² Less than 0.05 percent.

fied, and the average payment certified for each beneficiary, by type of benefit. Also given is the amount of lump-sum death payments certified during the month, the number of deceased workers on whose wages such payments were based, and the average lump-sum amount certified with respect to each deceased worker. The number of individuals for whom monthly benefits were certified during February exceeds the number in current-payment status as of the end of February. This difference can be largely accounted for by the fact that certification of regular monthly benefit payments for any month is spread over the first 3 weeks of the month though such payments are not actually due until the end of the month. Changes in status, such as terminations of entitlement or suspensions of payment, which become effective during the month but after certification of the current month's benefit are

reflected in table 5 but not in table 6. Amounts certified for payment during the month in some cases include retroactive payments.

Employee Accounts Established and Employer Identification Numbers Assigned

The weekly average of employee accounts established declined more slowly in February than in January, 6.3 percent as compared with 12.4 percent. Connecticut, New York, and New Jersey were the only States showing fairly large increases.

A sizable gain—40.5 percent—in the weekly average of employer identification numbers assigned in February followed a 5.7-percent increase in January. All but 12 States participated in the upward movement in February. This increase reflected, for the most part, the continued growth in the number of new firms coming into existence, probably as a result of the defense program.

Operations Under the Railroad Retirement Act*

In February benefit payments certified under the Railroad Retirement Act amounted to \$10.2 million (table 1)—1.3 percent more than in January and 2.0 percent more than the average for the first 7 months of the current fiscal year. The increase resulted principally from a relatively large increase in the number of new certifications of employee annuities. The monthly decline of pension payments to former carrier pensioners was less than usual because, as a result of a coverage decision, several new pensions were certified retroactively to July 1, 1937. Payments of lump-sum death benefits were considerably less in February than in January.

Total net payments for the first 8 months of the current fiscal year amounted to \$80.3 million, compared with \$75.0 million for the corresponding 8 months of the previous fiscal year. Total payments on employee annuities for the corresponding periods amounted to \$61.9 million and \$55.1 million, respectively. Such payments for the past 8 months accounted for 77.1 percent of total payments for all classes of benefits.

At the end of February the number of annuities

and pensions in force exceeded 150,000 for the first time since the beginning of Board operations (table 2). The number of new certifications of employee annuities in February—2,124—was larger than for any month since February a year ago and 566 more than the number certified in January. This increase was due in part to the large number of certifications of annuities to begin retroactively in January, which is the peak month for retirements in the railroad retirement system. More than 30 percent of the employee annuities initially certified in February were for annuities to begin in January. Because of the large number of new certifications the increase in the number of employee annuities in force was larger in February than in any other month since July 1940.

The number of pensions in force decreased by 415 during February—the net result of 436 deaths reported during February, 11 certifications, and other minor adjustments. The combined result of initial certifications, terminations, and adjustments for all classes of benefits was an increase from January of 979 in the total number of annuities and pensions in force.

The average monthly payment on employee annuities initially certified in February, including those subject to recertification, was \$66.73. Of

*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad retirement: Net benefit payments certified to the Secretary of the Treasury, by class of payment and by specified period, 1936-41¹

Period and administrative action	Total payments	Employee annuities	Pensions to former carrier pensioners	Survivor annuities	Death-benefit annuities	Lump-sum death benefits
Net benefit payments: Cumulative through February 1941	\$388,629,838	\$273,218,029	\$105,301,558	\$2,820,789	\$2,168,063	\$5,121,399
Fiscal year:						
1936-37	4,514,617	4,409,019		36,751	68,846	
1937-38	82,654,660	46,930,329	34,701,617	388,479	599,217	35,017
1938-39	107,131,438	75,418,986	28,887,973	787,240	716,261	1,320,976
1939-40	114,025,141	84,529,592	25,975,863	912,895	495,200	2,111,590
1940-41 (through February)	80,303,981	61,930,101	15,736,104	695,422	288,538	1,653,815
January 1941	10,079,263	7,826,200	1,912,547	86,873	32,847	220,793
In-force payments	9,491,080	7,449,848	1,933,095	84,074	24,062	
Retroactive payments	440,947	427,947	939	3,073	8,987	
Lump-sum death-benefit payments	221,330					221,330
Cancellations and repayments (deduct)	74,095	51,595	21,488	275	201	536
February 1941	10,210,734	7,991,443	1,907,790	90,203	33,925	187,371
In-force payments	9,564,913	7,545,709	1,909,950	85,256	23,997	
Retroactive payments	548,043	605,848	26,966	5,136	10,092	
Lump-sum death-benefit payments	187,711					187,711
Cancellations and repayments (deduct)	89,934	60,114	29,125	190	164	339

¹ For definitions of classes of payments see the Bulletin, July 1939, p. 7. Cents are omitted in all figures. Data relate to months ended on 20th calendar day.

² Total benefit payments certified to the Secretary of the Treasury are \$9.0 million more than total benefit payments issued by disbursing officer as

shown on p. 103, table 6. This difference results almost entirely from payments for annuities and pensions in force at end of month which are certified to the Secretary of the Treasury during month and for which checks are not drawn by disbursing officer until first of following month.

these annuities 24 percent were subject to recertification. The average payment will probably increase from 2 to 2½ percent when the annuities subject to recertification are finally recertified.

For all employee annuities in force at the end of February, including those subject to recertification, the monthly average was \$65.70. For pensions, it was \$58.81; for survivor annuities, \$32.69; and for death-benefit annuities, \$35.66.

The number of lump-sum death benefits initially certified in February was 848—135 less than in

January. The average payment for February certifications was \$219.81, compared with an average of \$223.63 for those certified in January. The decrease in the average payment reflects a temporary month-to-month fluctuation. Generally, the average tends to increase as employees accumulate creditable earnings upon which the amount payable is calculated. The average since the beginning of the present fiscal year has amounted to \$205.55, compared with \$144.30 for the corresponding period of the preceding year.

Table 2.—Railroad retirement: Number of annuities and pensions in force and monthly amount payable as of Feb. 28, 1941¹

Period and administrative action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities ²	
	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount
In force as of Jan. 31, 1941	149,622	\$9,491,080	113,493	\$7,449,848	32,892	\$1,933,095	2,563	\$84,074	674	\$24,062
During February 1941:										
Initial certifications	2,264	146,411	2,124	141,744	11	583	49	1,298	80	2,783
Terminations by death (deduct)	1,291	77,624	770	50,103	436	24,522	4	149	81	2,849
Net adjustments ³	+6	+5,046	-4	+4,220	+10	+793	0	+32	0	0
Cumulative through February 1941:										
Initial certifications	194,687	11,614,397	138,146	8,524,947	48,536	2,809,684	2,762	89,537	5,243	190,227
Terminations by death (deduct)	43,624	2,549,593	22,864	1,478,716	16,039	899,086	151	4,854	4,570	166,935
Net adjustments ³	-462	+500,109	-439	+499,478	-20	-647	-3	+573	0	+705
In force as of Feb. 28, 1941	150,601	9,564,913	114,843	7,545,709	32,477	1,909,950	2,608	85,256	673	23,997

¹ Figures (cents omitted) based on month ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Correction for a claim certified or terminated in error or for an incorrect amount is made in figures for month in which error was discovered and not in which error was made.

² In a few cases payments are made to more than 1 survivor on account of

death of 1 individual; such payments are here counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable. Practically all terminations are of latter type.

³ Obtained by adding reinstatements of suspended payments and subtracting terminations for reasons other than death (suspensions, returns to service, and commuted lump-sum payments). Recertifications, which are included in net adjustments, ordinarily result in additions to amount payable but do not affect number of cases adjusted.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

Payments Under Selected Social Insurance and Related Programs

With this issue, the Bulletin expands the social insurance series to include payments and beneficiaries under three retirement programs administered by the Civil Service Commission, covering employees in the Federal civil service, the Canal Zone, and the Alaska Railroad.¹ Since the total payments under these three programs aggregate \$6 million per month (\$71.1 million in 1940), they represent an addition of about 10 percent in the total figures being reported. Additional payments are made to retired public employees under several other contributory Federal plans² but their inclusion here would affect total payments

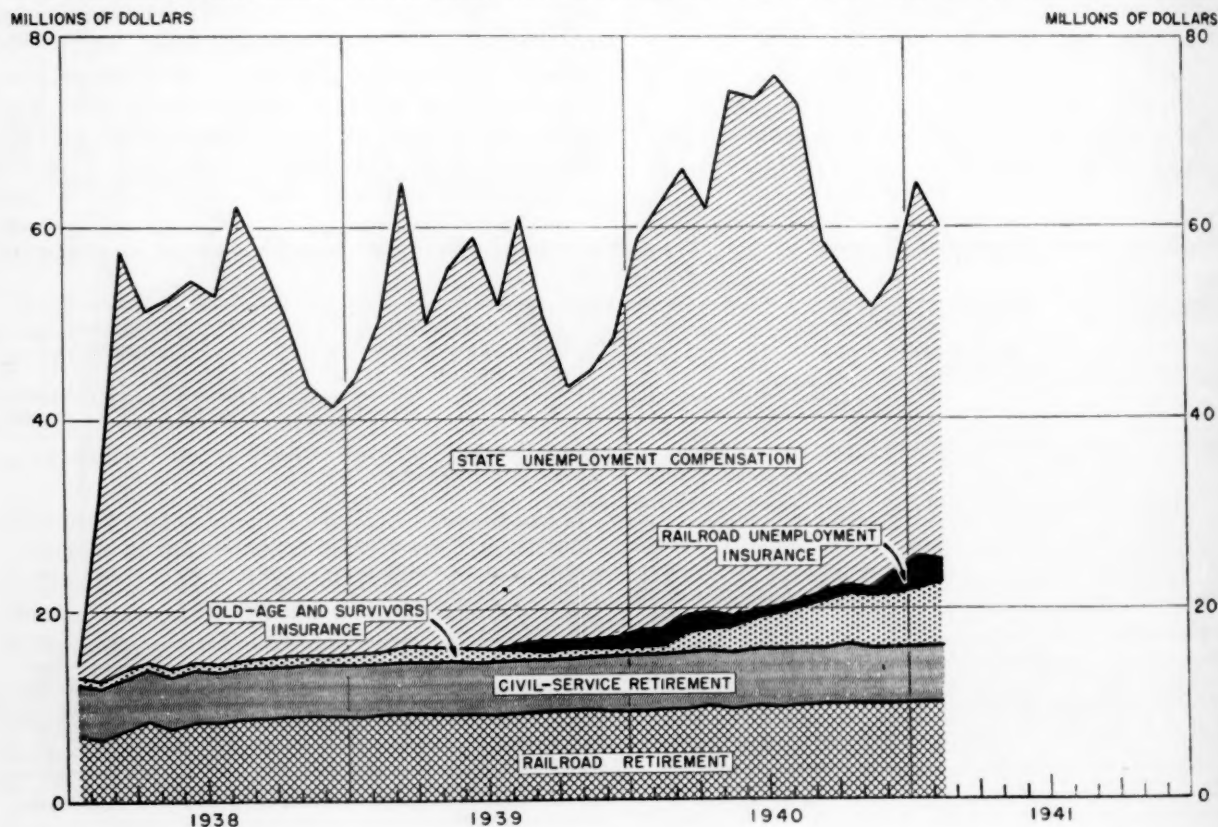
very slightly since the three retirement systems administered by the Civil Service Commission represent more than 95 percent of the coverage of the contributory retirement systems for Federal employees.

With the inclusion of monthly data on the civil-service retirement funds (table 1 and chart 1), payments under the selected programs amount to \$765.8 million for the calendar year 1940, \$64.8 million for January, and \$59.9 million for February 1941. The decline of 7.7 percent from January to February is principally in unemployment compensation payments, which represent more than 60 percent of the aggregate payments. Lump-sum payments under some of the programs de-

¹ For history, provisions, and coverage of these systems, see pp. 20-42.

² See footnote 3, p. 31.

Chart 1.—Payments under selected social insurance and retirement programs, January 1938–February 1941



clined also, largely because of the smaller number of working days in February.

Another change inaugurated at this time is a reclassification of the payments under the various retirement programs by type of benefit rather than by program. Monthly payments under the old-age and survivors insurance program of the Social Security Act are separated into survivors payments and retirement payments, including in the latter supplementary payments to wives and children of primary beneficiaries. The reorganized table 1 shows the similarities and the differences in types of benefits as well as the current level of payments provided by the old-age and survivors insurance title of the Social Security Act, by the Railroad Retirement Act, and by the three

retirement acts administered by the Civil Service Commission.

No change has been made in chart 2 presenting income payments. Annuities and refunds under the Civil Service Retirement Act and under all other Federal, State, and local retirement systems are included as "other labor income" under "compensation of employees." The small segment on the chart labeled social insurance benefits represents only four programs—under the Social Security Act, the State unemployment compensation laws, the Railroad Retirement Act, and the Railroad Unemployment Insurance Act.

While the monthly old-age insurance payments under the Social Security Act are dwarfed by the payments under the older retirement systems,

Table 1.—Payments under selected social insurance and retirement programs, by specified period, 1936-41¹

(In thousands)

Year and month	Total	Retirement and survivors insurance payments									Refunds under the Civil-Service Commission to employees leaving service ⁵	Unemployment insurance payments			
		Total	Monthly retirement pay-ments ²			Survivor payments						Total	Under State unem-ploy-ment com-pensa-tion laws ⁴	Under Rail-road Unem-ploy-ment Insurance Act ⁴	
			Under the Social Secu-rity Act ³	Under the Rail-road Retirement Act ⁴	Under the Civil-Service Com-mission ⁴	Monthly pay-ments		Lump-sum payments							
						Under the Social Secu-rity Act ³	Under the Rail-road Retirement Act ⁴	Under the Social Secu-rity Act ⁷	Under the Rail-road Retirement Act ⁴	Under the Civil-Service Com-mission ⁴					
Calendar year:															
1936	\$79,176	\$56,377		\$683	\$51,630		\$2			\$4,062	\$2,864	\$131	\$131		
1937	105,429	99,818		40,001	53,694		444	\$1,278		4,401	3,479	2,132	2,132		
1938	569,267	169,640		96,749	56,118		1,401	10,478	\$290	4,604	3,326	396,401	396,401		
1939	626,269	187,836		107,282	58,331		1,450	13,895	1,926	4,952	2,846	435,587	429,820		\$5,767
1940	765,808	226,532	\$21,242	114,168	62,019	\$7,617	1,446	11,734	2,496	5,810	3,277	535,999	520,110		15,889
1940															
January	58,949	15,866	76	9,141	5,001	0	113	916	164	455	197	42,886	41,066		1,820
February	62,394	16,049	216	9,299	5,019	35	114	743	198	425	197	46,148	44,351		1,797
March	66,429	17,208	736	9,310	5,057	179	114	1,071	178	563	265	48,956	47,142		1,814
April	61,925	17,775	933	9,483	5,071	355	123	1,033	258	519	278	43,872	42,292		1,580
May	74,201	17,854	1,216	9,386	5,137	409	123	991	222	370	276	56,071	54,897		1,174
June	73,615	18,880	1,673	9,520	5,197	593	120	1,011	230	536	240	54,495	53,637		858
July	75,975	19,254	2,025	9,508	5,249	687	120	973	190	602	268	56,453	55,750		703
August	72,751	19,723	2,339	9,639	5,238	799	118	857	183	550	338	52,690	51,701		989
September	58,366	20,472	2,681	9,696	5,254	952	121	1,100	253	415	273	37,621	36,595		1,026
October	54,695	21,187	2,977	9,753	5,246	1,132	132	1,118	236	593	327	33,181	32,231		950
November	51,633	20,968	3,066	9,738	5,262	1,196	124	939	178	465	332	30,333	29,561		772
December	54,875	21,296	3,304	9,695	5,288	1,280	124	982	206	417	286	33,293	30,887		2,406
1941															
January	64,840	21,929	3,603	9,739	5,312	1,393	120	1,063	221	478	266	42,645	39,270		3,375
February	59,859	22,532	3,757	9,899	5,307	1,602	124	1,225	187	431	259	37,068	34,611		2,457

¹ Payments to individual beneficiaries under programs; data exclude cost of administration. For detailed data see tables in program sections of the Bulletin.

² Represent old-age retirement benefits under all acts and disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts; see p. 39.

³ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent primary benefits, wife's benefits, and benefits to children of primary beneficiaries; partly estimated.

⁴ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment, minus cancellations, during month ended on 20th calendar day.

⁵ Principally payments under civil-service retirement and disability fund but include also payments under Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund. Data for calendar

years 1936-39 estimated on basis of data for fiscal years. Include accrued annuities to date of death, paid to survivors.

⁶ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent widow's benefits, widow's current benefits, parent's benefits, and orphan's benefits; partly estimated.

⁷ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent payments 1937-August 1939 at age 65, payments 1937-41 with respect to deaths of covered workers prior to Jan. 1, 1940, and payments beginning January 1940 with respect to deaths of covered workers after Dec. 31, 1939.

⁸ Amount of checks issued, as reported by State agencies to the Bureau of Employment Security.

⁹ Amounts certified by regional offices of the Railroad Retirement Board to disbursing officers of the Treasury in the same city.

survivor payments are greatest under the Social Security Act. As amended in 1939, it provides monthly benefits for certain survivors (orphans, widows with children, or dependent parents) of workers who died before retirement age as well as for widows and children of aged annuitants. In contrast, the Railroad Retirement Act provides only the following types of survivors benefits: (1) short-time survivors benefits to a designated beneficiary or to the dependent next of kin of an annuitant under the 1935 act, equal to one-half the regular monthly payment and payable for 12 months only, and (2) lifetime benefits to the surviving spouse of an annuitant who elected a smaller annuity during his own lifetime. Similar provisions for joint and survivor annuities have been provided under the Civil Service Retirement Act, effective January 1, 1940; as yet no survivor annuities are payable.

The monthly retirement payments under the Railroad Retirement Act and the three retirement acts administered by the Civil Service Commission include certain payments for disability, on quite different bases. Under the Civil Service Retirement Act, employees may be retired if they are "totally disabled for useful and efficient service in the grade or class of position occupied by the employee," with no limitation on age and a requirement of only 5 years of service. One-fourth of the annuitants currently on the roll are disability annuitants (table 3); their annuities at the end of the last fiscal year were one-fifth of the total annuities payable.³ Under the Railroad Retirement Act of 1937, disability retirement is limited to employees "totally and permanently disabled for regular employment for hire," with a requirement of 30 years of service, or 60 years of age (and

³ For further discussion of civil-service disability annuitants, see pp. 36, 39.

Table 2.—Individuals receiving payments under selected social insurance and retirement programs, by month, January 1940–February 1941

(In thousands)

Year and month	Retirement and survivors insurance beneficiaries								Separated employees receiving refunds under the Civil Service Commission ⁶	Unemployment insurance beneficiaries	
	Monthly retirement beneficiaries			Survivor beneficiaries						Under State unemployment compensation laws ¹⁰	Under the Railroad Unemployment Insurance Act ¹¹
				Monthly beneficiaries		Lump-sum beneficiaries ⁸					
	Under the Social Security Act ¹	Under the Railroad Retirement Act ²	Under the Civil Service Commission ³	Under the Social Security Act ⁴	Under the Railroad Retirement Act ⁵	Under the Social Security Act ⁷	Under the Railroad Retirement Act	Under the Civil Service Commission ⁸			
1940											
January	3.7	136.6	60.6	0	2.8	8.9	1.0	0.4	1.5	874.8	57.0
February	7.1	137.6	60.7	1.3	2.8	7.2	1.2	.4	1.2	985.5	52.8
March	27.0	138.4	60.8	5.6	2.8	9.5	1.0	.5	1.8	1,095.2	57.4
April	39.7	139.3	61.2	13.0	3.0	8.6	1.4	.5	1.5	960.7	50.9
May	53.7	140.2	61.9	18.8	3.0	8.8	1.3	.3	1.3	1,201.0	35.0
June	69.6	141.2	62.7	27.1	3.1	8.2	1.2	.5	1.3	1,268.6	31.4
July	86.3	142.1	63.5	34.5	3.1	7.6	1.0	.5	1.2	1,220.0	22.3
August	101.6	143.0	63.8	41.8	3.1	6.7	1.0	.5	1.6	1,121.8	31.1
September	115.6	143.9	64.4	49.3	3.2	8.6	1.3	.4	1.6	875.4	37.8
October	130.9	144.9	64.6	59.1	3.2	8.6	1.1	.6	1.7	698.1	28.9
November	140.7	145.6	65.0	66.7	3.2	7.2	.9	.7	1.5	676.1	20.3
December	150.6	146.0	65.2	75.1	3.3	7.3	1.0	.6	1.6	666.6	73.7
1941											
January	164.8	146.4	65.5	83.3	3.3	7.8	1.0	.9	1.7	825.7	77.6
February	175.0	147.3	65.5	92.9	3.3	9.1	.8	.5	1.7	806.4	63.2

¹ Primary beneficiaries and their wives and children, for whom monthly benefits were certified to the Secretary of the Treasury during month. Distribution by type of benefit estimated for each month of 1940.

² Employee annuitants and pensioners on roll at end of month; include disability annuitants (see p. 94).

³ Annuitants under Civil Service, Canal Zone, and Alaska Railroad Retirement Acts; represents age and disability retirements, voluntary and involuntary retirements after 30 years' service, and involuntary separations after not less than 15 years' service.

⁴ Widows, parents, and orphans for whom monthly benefits were certified to the Secretary of the Treasury during month. Distribution by type of benefit estimated for each month of 1940.

⁵ Widows receiving survivors benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months. Widows

receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

⁶ Number of deceased wage earners with respect to whose wage records payments were made to survivors.

⁷ Represent deceased wage earners whose survivors received payments under either 1935 or 1939 act.

⁸ See footnote 3 for programs covered. Represent survivors of employees who died before retirement age and of annuitants with unexpended balances.

⁹ See footnote 3 for programs covered.

¹⁰ Represent average number of weeks of unemployment compensated in calendar weeks ended within month.

¹¹ Number of individuals receiving benefits during second and third weeks of month for days of unemployment in registration periods of 15 consecutive days through November 1940 and of 14 days thereafter.

a reduction in annuity for each month that they are under age 65). Even so, 18 percent of the employee annuitants as of June 30, 1940, were disability annuitants, and their annuities were 18 percent of the annuities payable. The disability annuitants and their annuities amounted to 13 and 14 percent, respectively, of employee annuities plus pensions. Obviously, some of the pensioners taken over from the pension rolls of the railroads had been retired for disability; therefore these latter figures are an understatement of the importance of disability retirement under the Railroad Retirement Act.

Lump-sum payments also are on different bases under the three retirement systems included in the series. Lump-sum death payments under the Social Security Act are in effect a burial benefit in cases in which no survivor is currently eligible for monthly benefits. Under the Railroad Retirement Act they represent a return of deposits, calculated as 4 percent of wages in covered employment after December 31, 1936. Actually, the employees contributed 2½ percent of their wages in 1937-39 and 3 percent since 1939. Under the civil-service acts, lump-sum death payments are a direct return of deposits (with interest) to survivors of employees in active service and of un-

expended balances of deposits to survivors of annuitants who died before drawing their full deposits in the purchasable portion of their annuities. In spite of the limited scope of the lump-sum payments under the Social Security Act, lump-sum payments are largest under that act because of its coverage of over 30 million workers.

Tables 1 and 2 include data on refunds under the civil-service retirement acts to employees leaving the Federal service. These payments are of a different character from the other payments included in table 1 for they are not payments for the risk insured against—in this case, old-age or disability retirement. Such refunds are not provided under the other retirement programs. Under the Social Security Act, workers who leave covered employment retain their wage credits, to which can be added any future wage credits in subsequent covered employment. If fully and currently insured, they have rights to survivors benefits as long as the insured status lasts in accordance with the provisions of the law. If fully insured, they retain some rights to retirement benefits indefinitely. Under the Railroad Retirement Act, workers who leave covered employment retain their wage credits—no matter how

Table 3.—Annuitants on the roll of the three retirement and disability systems administered by the Civil Service Commission, and annuity payments, by month, January 1940–February 1941

Year and month	Annuitants on the roll														Annuity payments ¹ (in thousands)			
	Total				Civil service ²				Canal Zone				Alaska Railroad		Total	Civil service	Canal Zone	Alaska Railroad
	Total	Age ³	Disability	Involuntary separation ⁴	Total	Age ³	Disability	Involuntary separation ⁴	Total	Age ³	Disability	Involuntary separation ⁴	Total ⁵	Age ⁷				
1940 total..															\$62,019	\$61,100	\$839	\$80
January.....	60,601	43,389	15,139	2,073	59,941	42,942	14,966	2,033	595	395	161	39	65	52	5,001	4,928	67	6
February.....	60,709	43,467	15,176	2,066	60,045	43,017	15,002	2,026	597	397	161	39	67	53	5,019	4,947	67	5
March.....	60,848	43,546	15,239	2,063	60,180	43,093	15,064	2,023	600	399	162	39	68	54	5,057	4,981	69	7
April.....	61,240	43,896	15,280	2,064	60,570	43,441	15,105	2,024	602	401	162	39	68	54	5,071	4,997	68	6
May.....	61,904	44,508	15,342	2,054	61,226	44,046	15,166	2,014	610	408	163	39	68	54	5,137	5,062	69	6
June.....	62,706	45,177	15,471	2,058	62,027	44,714	15,294	2,019	611	409	164	38	68	54	5,197	5,122	69	6
July.....	63,471	45,736	15,674	2,061	62,781	45,265	15,494	2,022	619	414	167	38	71	57	5,249	5,169	71	9
August.....	63,802	45,936	15,799	2,067	63,104	45,464	15,612	2,028	627	416	173	38	71	56	5,238	5,160	72	6
September.....	64,376	46,288	16,010	2,078	63,667	45,812	15,816	2,039	636	419	179	38	73	57	5,254	5,174	71	9
October.....	64,623	46,450	16,108	2,065	63,918	45,975	15,917	2,026	632	418	176	38	73	57	5,246	5,168	72	6
November.....	64,964	46,632	16,261	2,071	64,247	46,152	16,063	2,032	641	421	182	38	76	59	5,262	5,183	72	7
December.....	65,248	46,785	16,384	2,079	64,525	46,301	16,184	2,040	648	426	184	38	75	58	5,288	5,209	72	7
1941																		
January.....	65,547	47,007	16,453	2,087	64,815	46,516	16,251	2,048	657	433	186	38	75	58	5,312	5,233	73	6
February.....	65,510	46,948	16,483	2,079	64,782	46,458	16,283	2,041	651	430	184	37	77	60	5,307	5,228	73	6

¹ See footnotes 4, 5, and 7.

² After 15 years or more of service and at least 45 years of age.

³ Includes persons whose annuities were suspended under national defense act of June 28, 1940, because of reemployment in Army or Navy Department.

⁴ Includes voluntary and involuntary retirement after 30 years' service.

⁵ Includes voluntary and involuntary retirement after 30 years' service and voluntary retirement after 25 years' service.

⁶ Difference between total and age annuitants represents disability annuitants except for 1 involuntary separation each month.

⁷ Includes voluntary retirements after 30 years' service.

⁸ Net payments, including retroactive payments, adjusted for cancellations and refunds during period; include amounts of accrued annuities paid to estates of deceased annuitants.

small—until they reach retirement age, when the credits will yield an annuity or a commuted lump-sum payment.

While an average of 1,500 employees withdrew deposits of \$270,000 per month in 1940 and 1941 under the three retirement acts administered by the Civil Service Commission, the amount withdrawn is a negligible item in the total payments presented in table 1—only 0.4 percent in February 1941. In table 4, these refunds to separated employees are presented in some detail, together with lump-sum payments to survivors of deceased employees or of deceased annuitants.

The continuous growth in the obligations of the

retirement systems is revealed more clearly in terms of monthly beneficiaries (table 2) than of benefit payments. In comparison with February 1940, the number of annuitants in February 1941 under the civil-service retirement acts increased 7.9 percent; under the Railroad Retirement Act, 7.3 percent; and under the Social Security Act, where monthly payments began in January 1940, more than 3,000 percent. When comparisons are made of the numbers of annuitants under the programs, it should be remembered that the data for the different systems are on different bases. The count of monthly beneficiaries under the Social Security Act includes wives and children of pri-

Table 4.—Refunds from the three retirement and disability funds administered by the Civil Service Commission, by type of refund and specified period, 1920-40

(Amounts in thousands)

Fund and period	Total		Refunds to separated employees		Accumulated deductions of deceased employees		Unexpended balances of deceased annuitants ¹	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Civil service								
Cumulative through February 1941.....	600,933	\$101,200	532,179	(²)	51,703	(²)	17,051	(²)
Fiscal year:								
1920-21 through 1934-35.....	484,081	57,767	445,384	(²)	34,209	(²)	14,488	(²)
1935-36.....	16,870	6,466	11,892	\$2,597	3,111	\$2,703	1,867	\$1,166
1936-37.....	19,463	7,228	14,403	3,059	2,976	2,866	2,084	1,303
1937-38.....	23,556	8,322	18,252	3,783	3,021	3,135	2,283	1,404
1938-39.....	19,913	7,287	14,800	2,727	2,871	3,155	2,242	1,405
1939-40.....	20,140	8,063	15,183	2,857	2,812	3,723	2,145	1,483
1940-41 through February.....	16,910	6,067	12,265	2,272	2,703	2,672	1,942	1,123
1941								
January.....	2,590	731	1,659	257	560	339	371	135
February.....	2,115	665	1,639	251	265	278	211	136
Canal Zone								
Cumulative through February 1941.....	1,638	851	1,327	(²)	179	(²)	132	(²)
Fiscal year:								
1931-32 through 1934-35.....	529	244	448	(²)	58	(²)	23	(²)
1935-36.....	132	76	98	35	24	33	10	8
1936-37.....	116	81	84	37	14	27	18	17
1937-38.....	204	120	168	73	11	19	25	28
1938-39.....	168	109	131	55	26	39	11	15
1939-40.....	179	102	126	36	28	40	25	26
1940-41 through February.....	310	119	272	69	18	30	20	20
1941								
January.....	34	9	33	6	—	—	1	3
February.....	49	25	42	8	4	12	3	5
Alaska Railroad								
Cumulative through February 1941.....	455	53	419	33	21	7	15	13
Fiscal year:								
1936-37.....	4	(⁴)	2	(⁴)	2	(⁴)	—	—
1937-38.....	218	8	213	7	2	(⁴)	3	1
1938-39.....	97	11	90	7	5	2	2	2
1939-40.....	87	21	71	11	9	4	7	7
1940-41 through February.....	49	13	43	8	3	2	3	3
1941								
January.....	15	3	14	3	1	(⁴)	—	—
February.....	6	(⁴)	6	(⁴)	—	—	—	—

¹ Exclude accrued annuities paid to estates of deceased annuitants.

² Not available.

³ 1930-31 through 1934-35 only.

⁴ Less than \$500.

Source: Unpublished data from the Actuary of the Retirement Division of the Civil Service Commission.

mary annuitants who receive supplementary benefit checks. The count of beneficiaries under the railroad retirement and civil-service retirement systems is in terms of retired workers, since no supplementary benefits are provided. The count of survivor beneficiaries under the Social Security Act is increased by the presence of more than one beneficiary in many families—for example, a widow and child or children, two or more orphans, or two parents.

Like the amount of lump-sum payments, the number of lump-sum beneficiaries under the various programs fluctuates with the number of working days in the month and with administrative factors.

Though the unemployment insurance beneficiaries as well as payments decreased from January to February, the decrease in beneficiaries was much less than in payments. Unemployment benefits paid by State unemployment compensation agencies were 11.9 percent less in February than in January; those under the Railroad Unemployment Insurance Act were 27.2 percent less.⁴ The corresponding figures for decline in beneficiaries are 2.3 and 18.6 percent. Since the data for benefici-

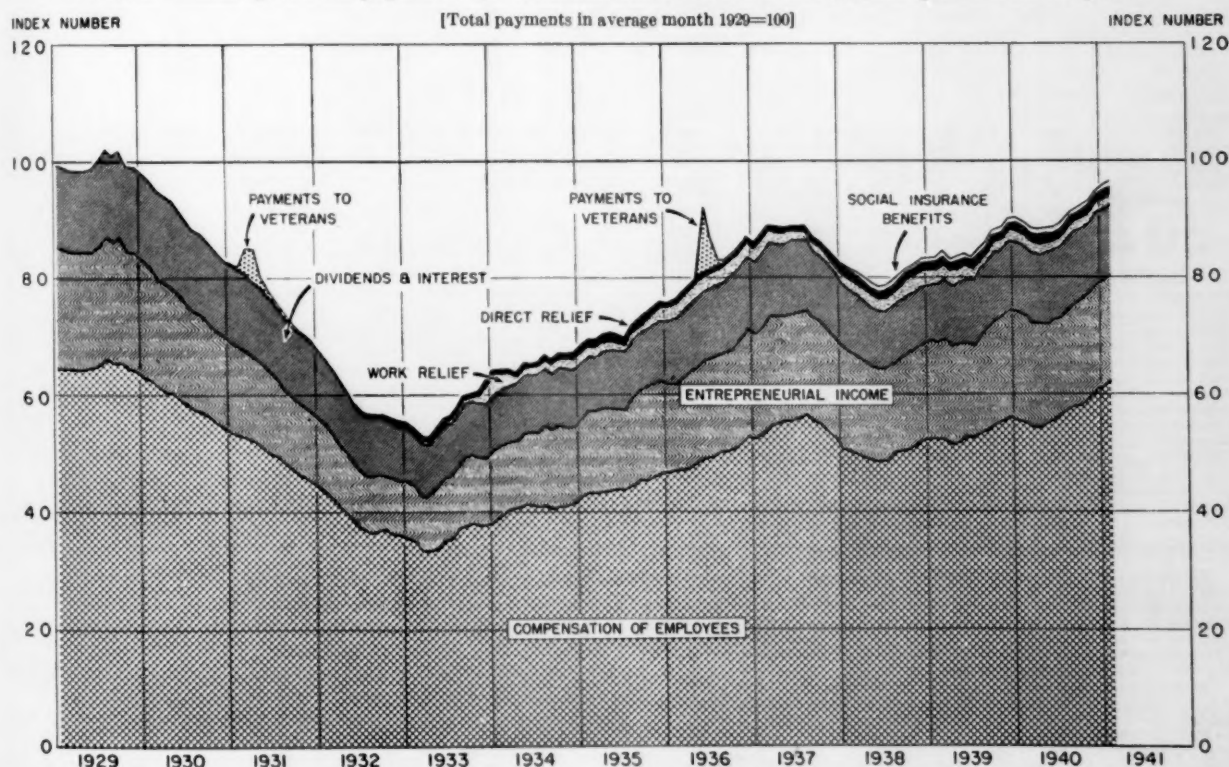
aries are the average for the weeks ended in the month under the State reporting program and the number in the middle weeks under the railroad system, these data are much less affected by the length of the month than are payments for weeks of unemployment on a calendar-month basis.

The annuity payments under the three civil-service retirement acts are analyzed for each month since January 1940 by program, and the beneficiaries by program and reason for retirement (table 3). This table will be brought up to date semiannually. At the end of February 1941, the civil-service annuitants represented 98.9 percent of the number on the roll for the three systems; their payments in 1940 were 98.5 percent of the aggregate payments. The numbers on the roll include 234 employees of the War and Navy Departments whose annuities have been suspended under the national defense act of June 28, 1940, because they have returned to work.⁵

⁴ For discussion of reasons for these declines, see pp. 63 and 83.

⁵ Regular deductions from salary during the period of reemployment may be used as credit for additional service in the computation of any annuity awarded thereafter or may be refunded with interest upon separation from the service.

Chart 2.—Index of income payments in the continental United States, January 1929–February 1941¹



¹ Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.
Source: U. S. Department of Commerce, National Income Division.

Financial and Economic Data

Receipts and Expenditures

During February, always a high month for receipts under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act, Federal social security taxes amounted to \$188 million, or 28 percent of total Federal receipts as compared with 39 percent last February and 37 percent in February 1939 (table 1). Re-

ceipts for the first 8 months of the current fiscal year accounted for 14 percent of total Federal receipts, in contrast to 15 percent and 13 percent for the corresponding 8 months of 1940 and 1939, respectively. This ratio has declined since 1940, because other receipts, especially excise taxes including special defense levies, have increased faster than social security receipts.

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-41

[In millions]

Period	General and special accounts											Trust ac- counts, etc., ⁷ excess receipts (+) or expendi- tures (-)	Change in general fund balance	Public debt				
	Receipts of Federal Government				Expenditures ⁴ of Federal Government									Total	Old- age and survi- vors insur- ance trust fund	Un- em- ploy- ment trust fund ⁵	Rail- road retire- ment ac- count	All other
	Total ¹	Social secu- rity taxes ²	Rail- road retire- ment and unem- ploy- ment taxes ³	All other	Total ¹	Under the Social Security Act		Under the Railroad Re- tirement Board		All other	Excess receipts (+) or expendi- tures (-)							
						Admin- istra- tive expen- ses and grants to States ⁴	Net ap- propria- tions and transfers to old- age and survivors insurance trust fund	Ad- mini- strative expen- ses ⁶	Trans- fers to rail- road retire- ment account									
Fiscal year:																		
1936-37	\$5,294	\$252	(⁹)	\$5,042	\$8,442	\$183	\$265	\$1		\$7,993	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312		\$35,846
1937-38	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	\$66	35,565
1938-39	5,668	631	109	4,928	9,210	342	503	⁸ 3	107	8,255	-3,542	+890	+622	40,440	1,177	1,267	67	37,929
1939-40	5,925	712	126	5,087	9,537	379	539	⁸ 8	121	8,490	-3,612	+137	-947	42,968	1,738	1,710	79	39,441
8 months ended:																		
February 1939	3,653	475	82	3,096	5,850	232	292	2	89	5,244	-2,207	+640	+1,128	39,859	944	1,185	77	37,653
February 1940	3,503	535	65	2,903	6,128	265	268	5	97	5,493	-2,626	+211	-488	42,365	1,435	1,640	77	39,213
February 1941	4,281	582	76	3,623	7,802	310	475	⁸ 4	106	6,907	-3,521	+209	-190	46,090	2,002	2,087	85	41,916
1940.																		
February	444	172	6	266	668	38		(⁹)	10	620	-224	+36	+67	42,365	1,435	1,640	77	39,213
March	934	3	27	904	956	27	135	1		793	-22	+11	+164	42,540	1,570	1,622	77	39,271
April	304	39	(⁹)	265	783	47		(⁹)	20	716	-479	+58	-303	42,658	1,565	1,640	77	39,376
May	400	131	6	263	647	28		1	4	614	-247	-83	-181	42,808	1,565	1,721	77	39,445
June	784	4	28	752	1,022	11	136	1		874	-238	-60	-139	42,968	1,738	1,710	79	39,441
July	367	39	1	327	854	64	36	(⁹)	20	734	-487	+51	+367	43,771	1,733	1,723	79	40,236
August	566	132	7	427	825	34	119	1	26	645	-259	+320	+196	43,905	1,728	1,808	85	40,284
September	711	3	26	683	760	17	1	1	10	731	-49	-158	-39	44,073	1,876	1,790	85	40,322
October	365	37	(⁹)	328	901	57	32	(⁹)		812	-536	-24	-495	44,137	1,871	1,821	85	40,390
November	485	133	5	347	940	37	123	1	20	759	-455	+216	-103	44,273	1,866	1,934	85	40,388
December	741	4	31	706	1,173	19	1	(⁹)		1,153	-432	-209	+111	45,025	2,016	1,945	85	40,979
1941																		
January	372	46	1	325	1,142	53	32	(⁹)	10	1,047	-771	+15	+97	45,877	2,006	1,974	85	41,812
February	674	188	5	481	1,208	30	132	1	20	1,025	-534	-3	-324	46,090	2,002	2,087	85	41,916

¹ Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are excluded from net receipts and expenditures of general and special accounts of the Treasury. These net appropriations are included here in both total receipts and expenditures for comparison with previous months.

² Represent collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act.

³ Represent total collections under the Carriers Taxing Act and 10 percent of collections under the Railroad Unemployment Insurance Act (see table 2, footnote 5).

⁴ Exclude public-debt retirement. Based on checks cashed and returned to the Treasury.

⁵ Exclude funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the Public Health Service (see table 3, footnote 1); also exclude grants to States for employment service administration under the Wagner-Peyser Act. Such grants

are included in "all other." Also exclude administrative expenses incurred by the Treasury prior to July 1940 in administration of title II of the Social Security Act and the Federal Insurance Contributions Act.

⁶ Include expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in 1938-39, \$5.0 million in 1939-40, and \$2.2 million in 8 months ended February 1941.

⁷ Include all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁸ Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

⁹ Less than \$500,000.

¹⁰ Transfers shown here for March and June 1940 exclude amounts reimbursed to the Treasury for administrative expenses.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Federal expenditures under the Social Security Act in February totaled \$162 million, \$30 million of which represented administrative expenditures and grants to States, and \$132 million the net appropriations to the old-age and survivors insurance trust fund.

Total Federal expenditures, including expendi-

Table 2.—Social insurance taxes under selected programs, by specified period, 1936–41

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions ¹	Taxes on carriers and their employees ²	State unemployment contributions ³	Federal unemployment tax ⁴	Railroad unemployment insurance contributions ⁵
Cumulative through February 1941.....	\$2,339,577	\$453,223	\$3,332,805	\$442,325	\$83,257
Fiscal year:					
1936–37.....	194,346	345	(⁶)	75,751	—
1937–38.....	514,406	150,132	(⁶)	90,104	—
1938–39.....	530,358	109,257	803,007	100,869	—
1939–40.....	604,694	120,967	853,955	107,523	49,167
8 months ended:					
February 1939.....	388,694	81,663	592,965	86,531	—
February 1940.....	441,213	63,106	637,341	93,375	17,054
February 1941.....	495,773	72,522	639,378	86,079	34,090
1940					
February.....	115,227	5,405	95,118	57,043	949
March.....	2,254	25,406	9,074	1,213	15,934
April.....	35,843	328	100,033	3,022	17
May.....	122,489	5,778	96,972	8,894	1,378
June.....	2,895	26,356	10,535	1,020	14,783
July.....	38,064	529	104,497	504	12
August.....	123,829	7,052	95,623	8,132	1,180
September.....	2,759	24,587	7,861	584	15,065
October.....	34,500	366	115,721	2,747	22
November.....	125,124	4,804	85,117	7,998	868
December.....	3,141	29,166	12,464	558	16,331
1941					
January.....	33,923	604	129,532	12,082	44
February.....	134,433	5,414	88,562	53,475	509

¹ Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

² Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

³ Represent contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. For differences in State rates, see p. 73, table 7, footnote 1. Includes contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$103.2 million as of Feb. 28, 1941, are not deducted. Figures reported by State agencies are corrected as of Mar. 31, 1941.

⁴ Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607) payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages earned in previous calendar year.

⁵ Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act; and remaining 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the Treasury. Amounts therefore differ from figures on p. 98, table 1, which represent only the 10 percent deposited with the Treasury.

⁶ Not available.

⁷ Includes \$40.6 million subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to Federal Government.

tures from trust accounts, exceeded total Federal receipts during the month by \$537 million. This excess was reflected in a decrease of \$324 million in the general fund balance, and an increase of \$213 million in the public debt. Approximately 53 percent of the rise in the public debt represents an increase in the holdings of the unemployment trust fund. The sale of United States Savings Bonds accounts for most of the remaining increase.

Table 3.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1939–41¹

[In thousands]

Item	Fiscal year 1939–40		Fiscal year 1940–41	
	Appropriations ²	Expenditures through February ³	Appropriations ²	Expenditures through February ³
Total, administrative expenses and grants to States.....	\$383,844	\$264,946	\$440,894	\$310,206
Administrative expenses.....	25,188	13,870	27,694	21,044
Federal Security Agency, Social Security Board.....	24,750	13,621	27,220	17,150
Department of Labor, Children's Bureau.....	338	207	364	233
Department of Commerce, Bureau of the Census.....	100	41	110	76
Department of the Treasury.....	(⁴)	(⁴)	(⁴)	3,585
Grants to States.....	358,655	251,076	413,200	289,164
Federal Security Agency.....	349,000	244,491	402,000	281,237
Social Security Board.....	339,500	237,793	391,000	273,530
Old-age assistance.....	225,000	160,688	245,000	177,509
Aid to dependent children.....	45,000	30,467	75,000	43,649
Aid to the blind.....	8,000	4,365	10,000	4,933
Unemployment compensation administration.....	61,500	42,273	61,000	47,439
Public Health Service: Public-health work.....	9,500	6,098	11,000	7,707
Department of Labor, Children's Bureau.....	9,655	6,585	11,200	7,927
Maternal and child-health services.....	4,800	3,227	5,820	4,012
Services for crippled children.....	3,350	2,280	3,870	2,795
Child-welfare services.....	1,505	1,078	1,510	1,120

¹ Exclude some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$111,500 was appropriated in 1939–40 and \$113,000 in 1940–41 for administration in the Office of Education, and \$1,938,000 in 1939–40 and \$2 million in 1940–41 for grants to States. For disease and sanitation investigations of the Public Health Service, appropriations were \$1,640,000 in 1939–40 and \$1,625,000 in 1940–41 in addition to grants to States shown in this table.

² Exclude unexpended balance of appropriations for previous fiscal year. Appropriations for 1939–40 include additional appropriations of \$17.3 million approved Aug. 9, 1939.

³ Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

⁴ Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury.

⁵ Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act reimbursed to general fund of the Treasury.

⁶ Not available.

⁷ Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program. Excludes grants to States for employment service administration under the Wagner-Peyser Act, for which \$3.5 million was appropriated in 1939–40 and \$3 million in 1940–41.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

Social Insurance Tax Collections

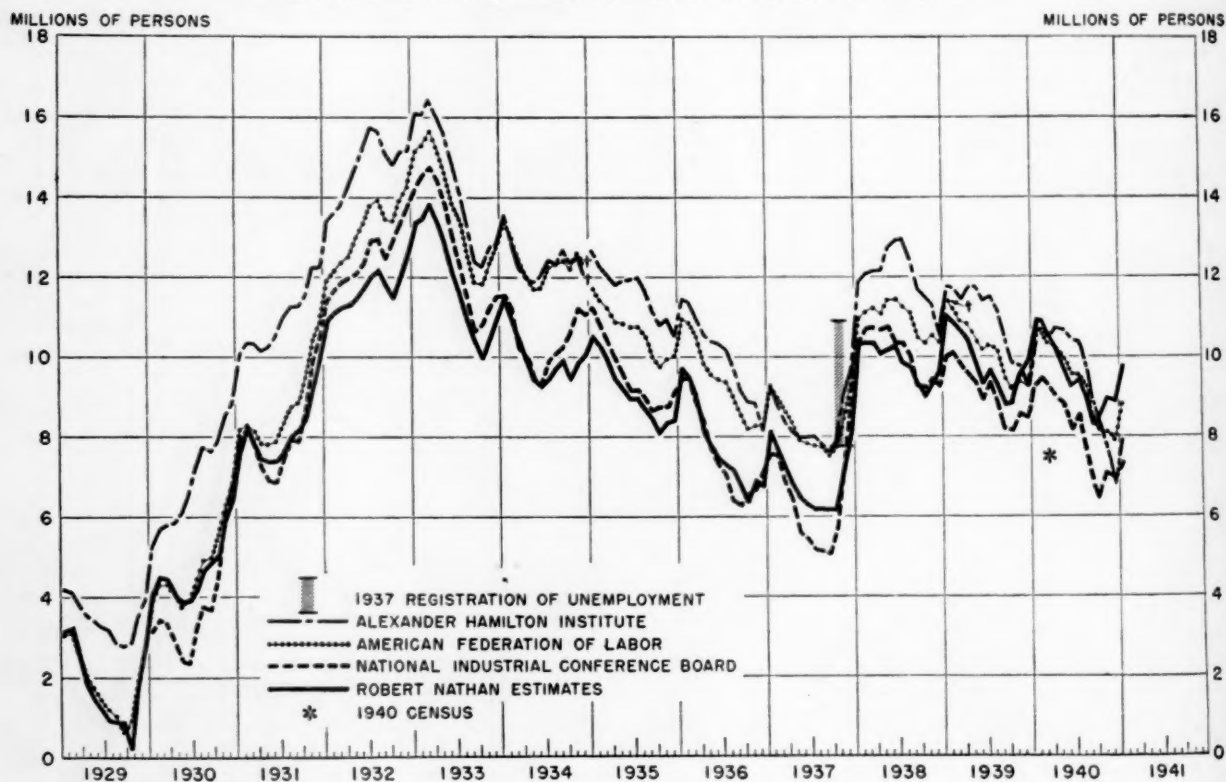
State unemployment contributions, as well as Federal insurance contributions, reached a new high for the first 2 months of a quarter as compared with the first 2 months of other quarters (table 2). Federal insurance contributions in February, representing the major portion of the taxes paid on covered pay rolls of the last quarter of 1940, reflect not only the increased employment and pay rolls in defense manufacturing but also the unusually well sustained level of construction activity, the more-than-seasonal increases in employment in retail and wholesale trade associated with the Christmas holiday, and Christmas bonuses. No estimates are available of the amount of bonuses included in taxed pay rolls. It seems probable, however, that while bonuses are concentrated in a single quarter they form only a small part of the total taxable pay roll during that quarter, since they are paid to relatively few of the persons with taxable wages and salaries, and since the earnings of many of these persons are taxed in

the earlier part of the year up to the \$3,000 limit.

The four unemployment estimates shown in chart 1 increased in January, primarily as a result of the post-Christmas lay-offs in trade and distribution.

During February \$53.5 million was received under the Federal Unemployment Tax Act. Total receipts during January and February, representing the major portion of annual Federal unemployment tax collections based on 1940 pay rolls, amounted to \$65.6 million as compared with \$70.7 million in the corresponding months of the previous year. The decline of \$5.1 million resulted, in part, from the fact that 1940 taxable pay rolls excluded amounts of salaries and wages in excess of \$3,000, whereas 1939 taxable pay rolls included the total amounts of wages and salaries in covered employment. The decline is exaggerated because in 1940 a few States did not tax such wages under their State laws, and the full 3-percent tax on amounts over \$3,000 was turned over to the Federal Government.

Chart 1.—Estimates of unemployment, January 1929–January 1941



†Revised to date.

*Preliminary. Includes, for week Mar. 24-30, 1940, 5.1 million persons enumerated as seeking work and 2.4 million enumerated as on public emergency work. See Census Release, Series P-4, No. 3, Feb. 8, 1941.

Appropriations and Expenditures

Total expenditures for administration and grants to States under the Social Security Act for the first 8 months of the current fiscal year were 17 percent higher than for the corresponding months of 1939-40. Expenditures for each of the grants-in-aid programs increased (table 3). The largest percentage increase related to aid to dependent children; larger appropriations were made for this program in the current fiscal year. Grants for unemployment compensation administration for the first 8 months of the current fiscal year totaled \$5.2 million more than for the corresponding period in 1939-40, whereas appropriations for the year 1940-41 are \$500,000 less than those for 1939-40. The reasons for the increased grants were presented in March to the House Committee on Appropriations, which recommended a deficiency appropriation for such expenditures, as indicated below.

Deficiency Appropriations

On March 6, 1941, the Committee on Appropriations of the House of Representatives submitted a report on the First Deficiency Appropriation Bill, fiscal year 1941 (H. R. 3836), in which it recommended a deficiency appropriation of \$3 million for the Social Security Board for grants to States for unemployment compensation administration. This amount is \$500,000 less than the deficiency appropriation recommended by the Bureau of the Budget.

The Committee report states that the appropriation for the current fiscal year, for this program, amounting to \$61 million, is insufficient to meet the estimated needs of the State budgets through the fourth quarter of the fiscal year. The supplementary appropriation is required mainly because of the increasing number of persons covered by the State unemployment compensation laws, the large turn-over in employment, and increased placements and labor-market services in connection with the defense program.

The bill also contains a deficiency appropriation of \$103,000 for grants to States for public employment offices under the Wagner-Peyser Act for the fiscal year 1941; the Bureau of the Budget estimated \$120,000 as necessary.

The Urgent Deficiency Appropriation Act, 1941, approved March 1, 1941, includes an appropriation of \$525,000 to the Public Health Service for

Table 4.—Federal grants to States for public assistance¹ and administration of unemployment compensation laws and State employment services:² Advances certified³ by the Social Security Board to the Secretary of the Treasury, by specified period of fiscal year 1940-41, as of Mar. 31, 1941

[In thousands]

State	Public assistance			Employment security	
	January-March 1941			January-June 1941	
	Old-age assistance	Aid to dependent children	Aid to the blind	Under the Social Security Act	Under the Wagner-Peyser Act
Total.....	\$66,173.8	\$15,683.2	\$1,804.2	\$10,385.8	\$953.9
Alabama.....	322.1	144.7	9.0	161.3	16.2
Alaska.....	68.5	(⁴)	(⁴)	25.5	4.2
Arizona.....	370.4	133.4	16.3	69.3	3.3
Arkansas.....	280.6	118.4	16.9	124.1	11.2
California.....	9,218.5	903.9	473.2	1,876.8	57.4
Colorado.....	1,827.8	287.2	33.9	116.6	6.7
Connecticut.....	745.7	(⁴)	7.4	351.4	8.8
Delaware.....	45.9	33.4	(⁴)	87.5	3.8
District of Columbia.....	137.5	60.9	10.8	80.9	(⁴)
Florida.....	775.6	135.1	55.7	152.0	9.1
Georgia.....	650.8	160.9	28.6	220.9	18.8
Hawaii.....	40.5	77.9	2.3	30.9	3.8
Idaho.....	326.9	137.4	10.9	106.3	3.1
Illinois.....	4,793.1	(⁴)	(⁴)	1,163.0	46.2
Indiana.....	1,899.2	734.7	79.5	452.7	20.5
Iowa.....	1,836.8	(⁴)	56.9	154.8	17.5
Kansas.....	893.4	287.0	53.8	116.5	16.0
Kentucky.....	728.0	(⁴)	(⁴)	202.7	17.1
Louisiana.....	729.4	582.1	35.1	301.1	21.2
Maine.....	422.7	79.2	39.4	112.8	4.8
Maryland.....	467.5	362.9	23.1	194.9	10.0
Massachusetts.....	3,819.2	700.1	44.9	1,252.6	43.2
Michigan.....	1,941.9	1,047.6	40.4	1,118.6	50.0
Minnesota.....	2,105.4	470.8	41.8	330.1	15.6
Mississippi.....	335.9	7.5	14.0	157.1	20.3
Missouri.....	2,976.9	610.8	(⁴)	140.7	3.5
Montana.....	382.8	114.6	8.5	69.9	0
Nebraska.....	867.1	285.3	24.5	96.8	9.2
Nevada.....	98.1	(⁴)	(⁴)	67.6	4.2
New Hampshire.....	219.3	40.1	12.8	84.9	2.8
New Jersey.....	997.3	500.1	33.7	734.2	26.6
New Mexico.....	135.7	99.9	7.5	45.3	2.6
New York.....	4,500.2	1,661.8	113.5	3,464.7	127.0
North Carolina.....	593.7	265.7	48.0	442.8	35.4
North Dakota.....	239.2	125.4	9.4	71.5	6.9
Ohio.....	4,777.6	401.6	110.3	846.1	42.7
Oklahoma.....	2,104.0	449.2	78.6	241.2	24.6
Oregon.....	602.3	79.6	16.4	297.3	10.1
Pennsylvania.....	3,317.5	2,351.9	(⁴)	1,515.6	69.2
Rhode Island.....	224.4	82.8	2.3	185.7	4.4
South Carolina.....	253.6	68.4	16.9	137.1	10.5
South Dakota.....	455.5	46.3	7.3	54.2	7.0
Tennessee.....	615.8	396.7	28.0	225.4	17.9
Texas.....	2,778.5	(⁴)	(⁴)	864.3	47.3
Utah.....	579.3	187.7	8.3	77.5	3.1
Vermont.....	151.8	30.7	5.7	58.8	2.5
Virginia.....	331.0	153.8	20.8	221.4	14.9
Washington.....	1,743.0	256.1	49.4	246.2	19.6
West Virginia.....	415.6	391.7	26.5	222.2	11.2
Wisconsin.....	1,901.8	577.7	76.3	269.8	19.3
Wyoming.....	128.6	38.4	5.8	43.8	2.5

¹ Figures not comparable with those on amount of obligations incurred for payments to recipients, which represent payments from Federal, State, and local funds and exclude administrative expense.

² Exclude State and local appropriations to employment service.

³ Advances are certified for specified period of operation which is not necessarily period in which certification is made. For certifications for first and second quarters, 1940-41, as of Dec. 31, 1940, see the Bulletin, January 1941, p. 89. Amounts for public assistance unchanged as of Mar. 31, 1941. Employment security advances certified under the Social Security Act for Missouri increased to \$749,325, and for Utah to \$137,372; employment security advances certified under the Wagner-Peyser Act for Tennessee increased to \$35,671, for July-December 1940.

⁴ No plan approved by the Social Security Board.

⁵ Not available because funds for the District of Columbia employment service are included in funds of the Federal Bureau of Employment Security which maintains it.

Source: Social Security Board, Bureau of Accounts and Audits.

emergency health and sanitation activities in the fiscal year 1940-41, "For all expenses necessary to enable the Surgeon General of the Public Health Service to assist State and local health authorities in health and sanitation activities (1) in areas adjoining military and naval reservations, (2) in areas where there are concentrations of military and naval forces, (3) in areas adjoining Government and private industrial plants engaged in defense work, and (4) in private industrial plants engaged in defense work; and to provide emergency health and sanitation services in Government industrial plants engaged in defense work and in areas adjoining United States military and naval reservations outside of the United States. . . ."

Old-Age and Survivors Insurance Trust Fund

Total assets of the old-age and survivors insurance trust fund amounted to \$2,183.8 million at the end of February (table 4). Of this total, \$2,001.5 million represented investments; \$14.1 million, cash with the disbursing officer; and \$168.2 million, credit to the fund account. Most of the

amounts appropriated to the fund during the month were held to the credit of the fund account pending the quarterly investment in special Treasury notes.

No new investments were acquired by the fund during February, but an additional \$5 million of 3-percent special Treasury notes was redeemed during the month and made available to the disbursing officer for benefit payments. Accrued interest on these notes, amounting to \$96,000, was credited to the fund.

The rise in benefit payments has been continuous since January 1940, when monthly benefits were first payable, with the exception of November. This rise continued in February, when checks cashed for benefit payments amounted to \$5.9 million, as compared with \$5.4 million in January 1941 and \$1.0 million in February 1940.

Railroad Retirement Account

Twenty million dollars was transferred from the appropriation account to the trust fund in February, and the same amount was transferred

Table 5.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-41

[In thousands]

Period	Receipts			Expenditures		Assets				
	Contributions appropriated to trust fund ¹	Transfers from general fund to trust fund ²	Interest received ³	Benefit payments ⁴	Reimbursement for administrative expenses	Special Treasury notes acquired ⁵		Cash with disbursing officer at end of period	Credit of fund account at end of period ⁶	Total assets at end of period
						3-percent	2½-percent			
Cumulative through February 1941	\$493,359	\$1,705,000	\$87,746	\$71,890	\$30,393	\$1,354,600	\$646,900	\$14,101	\$168,221	\$2,183,822
Fiscal year:										
1936-37		265,000	2,262	27		267,100		73	62	267,235
1937-38		387,000	15,412	5,404		395,200		1,931	113,012	777,243
1938-39		503,000	26,951	13,892		514,900		3,036	66	1,180,302
1939-40		\$550,000	42,489	15,805	12,288	236,000	324,900	6,098	500	1,744,698
8 months ended:										
February 1939		292,000		7,910		282,000		4,019	181,014	1,129,333
February 1940		268,000		7,583		258,000		5,450	282,069	1,722,720
February 1941	493,359		632	36,762	18,105	-58,600	322,000	14,101	168,221	2,183,822
1940										
February				967				5,450	282,069	1,722,720
March		141,000	132	1,283	6,183	-6,000	141,000	3,045	142,142	1,715,387
April			116	1,998		-5,000		6,047	142,259	1,713,505
May				2,311				3,735	142,259	1,711,194
June		\$141,000	42,240	2,630	6,106	-11,000	183,900	6,098	500	1,744,698
July	38,064		10	3,117	2,221	-5,000		7,979	36,354	1,777,434
August	121,413		17	3,565	2,221	-5,000		9,413	155,565	1,893,078
September	2,761		77	3,878	2,221	-11,500	159,000	10,370	3,848	1,889,817
October	34,500		42	4,942	2,407	-5,000		10,426	35,985	1,917,011
November	125,124		54	4,783	2,407	-5,000		10,640	158,760	2,035,000
December	3,141		171	5,169	2,438	-12,100	163,000	10,416	3,789	2,030,706
1941										
January	33,923		164	5,422	2,095	-10,000		14,992	35,783	2,057,275
February	134,433		96	5,887	2,095	-5,000		14,101	168,221	2,183,822

¹ Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

² For fiscal year 1936-37, \$265 million was appropriated; for 1937-38, \$500 million; for 1938-39, \$360 million plus additional \$30 million made available by 1940 Treasury Department Appropriation Act; and for 1939-40, \$550 million.

³ Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

⁴ Based on checks cashed and returned to the Treasury.

⁵ Minus figures represent notes redeemed.

⁶ Prior to July 1940, includes balance of appropriation available for transfer.

⁷ Excludes \$1.0 million made available for investment from amounts to credit of fund account.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

from the trust fund to the disbursing officer for benefit payments (table 5). Benefit payments amounted to \$10.2 million in February. Total assets at the end of February, which include cash balances, Treasury notes, and the balance in the appropriation account, were \$124.9 million.

Unemployment Trust Fund

State deposits in the unemployment trust fund of \$145.6 million in February raised deposits for the first 2 months of the quarter to \$213.8 million (table 6). This latter amount was higher than deposits in the first 2 months of any previous quarter except January-February 1940, when deposits reached a record high of \$215.8 million. State withdrawals for benefit payments increased in February for the third successive month. The rise in withdrawals for benefits resulted in part from the beginning of new benefit years in Janu-

ary in many States, seasonal declines in certain types of industries, and the high rate of turn-over and distortion of seasonal employment patterns in connection with defense activity.

In addition to the State withdrawals for benefit payments, \$2.5 million was withdrawn from the Kentucky account for transfer to the railroad unemployment insurance account. Deposits in this account by the Railroad Retirement Board during February amounted to \$512,000, while benefit payments totaled \$2.7 million.

Total assets of the unemployment trust fund amounted to \$2,100.7 million as of February 28, an increase of \$105.6 million from the January total. Investments increased to \$113.0 million during the month, bringing the total investments to \$2,087.3 million; cash held at the end of the month amounted to \$13.4 million.

Table 6.—Status of the railroad retirement account, by specified period, 1936-41

[In thousands]

Period	Appropriation account		Trust fund account						Account of disbursing officer			Total assets at end of period
	Amount at beginning of period	Balance at end of period after transfers to trust fund account	Transfers from appropriation account	Cancellations and repayments	Interest received	3-percent Treasury notes		Cash balance at end of period after deposits with disbursing officer	Deposits from trust fund	Benefit payments	Cash balance at end of period	
						Net balance of purchases over sales	Balance at end of period					
Cumulative through February 1941.....	\$512,892	\$18,350	\$485,542	\$150	\$5,895	\$85,400	\$85,400	\$107	\$406,084	\$379,664	\$21,025	\$124,882
Fiscal year:												
1936-37.....	46,620	36,622	\$9,998	2					10,000	4,070	5,930	42,552
1937-38.....	141,894	94	141,800	25	1,411	66,200	66,200	\$140	76,900	76,421	\$1,015	67,449
1938-39.....	118,344	11,250	107,094	94	2,202	1,000	67,200	1,956	106,574	105,665	1,924	82,329
1939-40.....	131,400	10,750	120,650	20	2,283	12,200	79,400	98	112,610	113,241	1,292	91,540
8 months ended:												
February 1939.....	118,344	29,344	89,000	72		11,000	77,200	212	78,000	69,256	9,758	116,514
February 1940.....	131,400	34,250	97,150	12		10,000	77,200	8	89,110	74,423	16,610	128,068
February 1941.....	133,350	\$18,350	106,000	9		6,000	85,400	107	100,000	80,267	21,025	124,882
1940												
February.....	44,250	34,250	10,000	1		0	77,200	8	10,000	9,643	16,610	128,068
March.....	34,250	34,250	0	2		0	77,200	10	0	9,548	7,062	118,522
April.....	34,250	14,250	20,000	3		0	77,200	13	20,000	9,798	17,264	108,727
May.....	14,250	10,750	3,500	1		0	77,200	14	3,500	9,705	11,059	99,023
June.....	10,750	10,750	0	2	2,283	2,200	79,400	98	0	9,767	1,292	91,540
July.....	133,350	113,350	20,000	0		0	79,400	98	20,000	9,640	11,652	204,500
August.....	113,350	87,350	26,000	1		6,000	85,400	100	20,000	10,313	21,338	194,188
September.....	87,350	77,350	10,000	0		0	85,400	100	10,000	9,727	21,611	184,461
October.....	77,350	\$58,350	10,000	3		0	85,400	102	10,000	10,368	21,243	165,095
November.....	58,350	48,350	10,000	2		0	85,400	105	10,000	9,981	21,262	155,117
December.....	48,350	38,350	10,000	1		0	85,400	106	10,000	9,948	21,315	145,170
1941												
January.....	38,350	38,350	0	1		0	85,400	106	0	10,073	11,241	135,068
February.....	38,350	18,350	20,000	1		0	85,400	107	20,000	10,216	21,025	124,882

¹ Represents total appropriation to date, including transfer to appropriation of balance of \$5,392,000 from 1935 act deposits with disbursing officer. Amounts appropriated annually were: 1936-37, \$46,620,000; 1937-38, \$99,890,000; 1938-39, \$118,250,000; 1939-40, \$120,150,000; 1940-41, \$122,000,000.

² After transfer of \$9 million to prior-service account to provide funds for collection of individual employee records of service and compensation prior to 1937.

³ Includes payments of \$10 million made directly to disbursing officer in 1936-37 and not treated as transfer to trust fund, which was not set up until July 1937. Excludes, however, cancellations and repayments of \$2,000 in

1936-37 which were treated as returns to appropriation rather than as additions to trust fund.

⁴ Includes transfer of \$4,000 from 1935 act appropriation.

⁵ After transfer to appropriation of \$5,392,000 balance from 1935 act deposits with disbursing officer and after transfer to 1935 act appropriation of \$2,000 representing cancellations of checks issued against 1935 act deposits.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

Table 7.—Status of the unemployment trust fund, by specified period, 1936-41¹

[In thousands]

Period	Total assets at end of period	Special Treasury certificates acquired ²	Unexpended balance at end of period	Undistributed interest at end of period ³	State accounts				Railroad unemployment insurance account				
					Deposits	Interest credited	Withdrawals ⁴	Balance at end of period	Transfers from State accounts	Deposits	Interest credited	Benefit payments	Balance at end of period
Cumulative through February 1941.....	\$2,100,651	\$2,087,300	\$13,351	\$12	\$3,365,464	\$104,003	\$1,529,208	\$1,940,259	\$103,174	\$74,931	\$1,220	\$26,444	\$160,381
Fiscal year:													
1936-37.....	312,389	293,386	94		291,703	2,737	1,000	312,389					
1937-38.....	884,247	559,705	12,247		747,660	15,172	190,975	884,247					
1938-39.....	1,280,539	395,000	13,539		811,251	26,837	441,795	1,280,539					
1939-40.....	1,724,862	443,000	14,862		859,864	37,524	484,764	1,693,164	1,801	44,249	202	14,552	31,699
8 months ended:													
February 1939.....	1,201,885	313,000	16,885	4	589,273	11,987	283,626	1,201,881					
February 1940.....	1,655,658	373,000	15,658	5	637,166	17,339	286,866	1,648,179	⁵ 783	15,362	25	8,696	7,475
February 1941.....	2,100,651	377,300	13,351	12	636,128	21,642	410,674	1,940,259	⁶ 101,373	30,683	1,018	11,892	160,381
1940													
February.....	1,655,658	103,000	15,658	5	153,718		43,176	1,648,179	0	869		1,749	7,475
March.....	1,638,578	—18,000	16,578		15,138	135	44,760	1,618,692	0	14,326	1	1,915	19,887
April.....	1,646,757	18,000	6,757	138	52,806		43,104	1,628,394	0	15		1,676	18,226
May.....	1,733,220	81,000	12,220	138	142,501		56,952	1,713,943	990	1,240		1,317	19,139
June.....	1,724,862	—11,000	14,862		12,254	20,049	53,082	1,693,164	28	13,305	176	949	31,699
July.....	1,727,044	13,000	4,044	20	58,840		56,410	1,695,594	⁷ 414	11		692	31,432
August.....	1,817,015	85,000	9,015	20	141,574		51,741	1,785,427	0	1,062		925	31,569
September.....	1,802,082	—18,000	12,082		9,278	133	80,414	1,714,424	43,549	13,558	3	1,020	87,659
October.....	1,824,962	31,000	3,962	68	56,741		82,994	1,688,171	50,016	21		973	136,723
November.....	1,939,111	113,000	5,111	68	143,023		29,863	1,801,331	1,014	781		806	137,712
December.....	1,957,977	11,300	12,677		12,819	21,509	30,826	1,804,833	1,452	14,698	1,016	1,733	153,144
1941													
January.....	1,995,108	29,000	20,808	12	68,204		38,001	1,835,036	2,462	40		3,085	160,061
February.....	2,100,651	113,000	13,351	12	145,649		40,426	1,940,259	2,467	512		2,659	160,381

¹ Beginning July 1939, contains separate book account for railroad unemployment insurance account in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

² Minus figures represent certificates redeemed.

³ Interest on redeemed U. S. Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

⁴ Include transfers to railroad unemployment insurance account.

⁵ Includes amounts certified to the State of Connecticut. See footnote 6.
⁶ Certified by the Social Security Board to the Secretary of the Treasury, in behalf of the State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

⁷ \$15 million was advanced by the Treasury to railroad unemployment insurance account in July 1939 pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act and was repaid in January 1940.

⁸ Includes \$7.5 million transferred from railroad unemployment insurance administration fund in accordance with Oct. 10, 1940, amendments to the Railroad Unemployment Insurance Act.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Recent Publications in the Field of Social Security

SOCIAL SECURITY BOARD

Social Security Yearbook. (Annual supplement, for the calendar year 1939, to the *Social Security Bulletin*.) Washington: U. S. Government Printing Office, 1940. 271 pp. 50 cents.

The *Yearbook* summarizes, on a calendar-year basis, socio-economic data arising from or relevant to the social security program. This first issue also includes an outline of significant events in the development of the program since its inception and bibliographic notes on Board publications.

Fifth Annual Report of the Social Security Board. Washington: U. S. Government Printing Office, 1941. 208 pp. 30 cents.

Report to the Congress for the fiscal year ended June 30, 1940; with supplementary data for July 1–October 30, 1940.

Cash Benefits Under Voluntary Disability Insurance in the United States. By Elizabeth L. Otey. Bureau Report No. 6. Bureau of Research and Statistics. Washington: U. S. Government Printing Office, 1941. 117 pp. 15 cents.

A survey of voluntary insurance against sickness and disability. The report, limited to cash benefits provided through commercial insurance and through the cooperative insurance offered by fraternal and mutual-benefit associations, analyzes the various types of insurance available, explains the extent to which they are utilized, and appraises their effectiveness in compensating the losses and costs occasioned by sickness and disability. The book contains bibliographical material.

GENERAL

BALLANTINE, ARTHUR A. "Grants in Aid—Possibilities and Problems." *Legal Notes on Local Government*, Worcester, Mass., Vol. 6, No. 1 (October 1940), pp. 11–16.

ENOCHS, ELISABETH SHIRLEY. "Children of the New World." *Survey Graphic*, New York, Vol. 30, No. 3 (March 1941), pp. 165–166 ff.

A review of services for children in Latin America.

GALARZA, ERNESTO. "Labor—Leaven of Democracy." *Survey Graphic*, New York, Vol. 30, No. 3 (March 1941), pp. 169–171 ff.

The economic background of the labor movement and its objectives in Latin America.

GORDON, MANYA. *Workers Before and After Lenin.* New York: Dutton, 1941. 524 pp.

A section on social security contains 8 chapters of factual

data on, and critical evaluation of, the Russian social services. Among the other topics considered are wages, housing, factory work, and education.

LEWAND, FRANK. *Formulation of a Federal Invalidity Insurance Program.* Washington: The Author, 1940. 98 pp.

A study indicating the need for invalidity insurance in the United States and the conditions for its successful operation. Part I considers the need for invalidity insurance, the definition of the risk, foreign insurance systems, and existing provisions in the United States. Part II describes the standards for a program in this country. Chapters are devoted to coverage, eligibility, contributions, benefits, cost factors, administrative problems, and medical aspects. A bibliography and a tabular summary of total disability provisions under existing special Federal schemes are included.

NEW YORK CITY. MUNICIPAL CIVIL SERVICE COMMISSION. *The Balance Sheet; A Merit System Progress Report, 1933–1940.* New York, 1940. 16 pp.

"1941 Flood of Social Security Bills Greater Than Ever." *Social Security*, New York, Vol. 15, No. 3 (March 1941), pp. 1 ff.

Comment on some of the 1,200 bills submitted to the 1941 State legislatures in the fields of unemployment compensation, old-age security, and medical care.

"Organization of the Illinois Department of Labor." *Illinois Labor Bulletin*, Chicago, Vol. 1, No. 5 (November 1940), pp. 8–11.

ROBINSON, MARGARET. "Canadian Social Services and the War." *Social Work Today*, New York, Vol. 8, No. 6 (March 1941), pp. 7–9 ff.

SEIFMAN, JACOB S. "Teaching Social Security and Unemployment Insurance." *Journal of Business Education*, Wilkes-Barre, Pa., Vol. 16, No. 6 (February 1941), pp. 27–28.

"Social Security Benefits for Persons in Military Service." *Lawyers Guild Review*, Washington, Vol. 1, No. 2 (December 1940), pp. 14–19.

Includes the text of a proposed bill, by the Committee on Social Legislation of the Lawyers Guild.

U. S. BUREAU OF HOME ECONOMICS. *Family Income and Expenditures, Middle Atlantic, North Central and New England Regions.* Part 1—*Family Income.* By Dorothy S. Martin, Day Monroe, Dorothy S. Brady, and Elizabeth Phelps. Washington: U. S. Government Printing Office, 1940. 259 pp. (Consumer Purchases Study: Farm Series. U. S. Department of Agriculture Miscellaneous Publication No. 383.)

U. S. BUREAU OF HOME ECONOMICS. *Family Income and Expenditures, Southeast Region.* Part 1—*Family In-*

come. By Dorothy Brady, Day Monroe, Gertrude Schmidt Weiss, and Thelma Dreis. Washington: U. S. Government Printing Office, 1940. 391 pp. (Consumer Purchases Study: Urban and Village Series. U. S. Department of Agriculture Miscellaneous Publication No. 375.)

U. S. DIVISION OF LABOR STANDARDS. *Reports of Committees and Resolutions Adopted by Seventh National Conference on Labor Legislation, December 9, 10, and 11, 1940.* Washington: U. S. Government Printing Office, 1941. 26 pp. (Bulletin No. 45-A.)

The resolutions adopted include recommendations on Federal-State cooperation, workmen's compensation, labor supply in national defense, and migratory labor.

WINANT, JOHN G. "Social Insurance in South America." *Survey Graphic*, New York, Vol. 30, No. 3 (March 1941), pp. 172-174 ff.

WITTE, EDWIN E. "What's Ahead in Social Security." *Harvard Business Review*, New York, Vol. 19, No. 3 (Spring 1941), pp. 311-325.

An evaluation of unemployment compensation and old-age security, with emphasis on past and present legislative trends.

OLD-AGE AND SURVIVORS INSURANCE

CHICAGO. PUBLIC SCHOOL TEACHERS' PENSION AND RETIREMENT FUND. *Annual Statement . . . for the Year Ending December 31, 1939.* Chicago, 1940. 56 pp.

CORSON, JOHN J. "Multiple Pensions or Wider Coverage." *American Labor Legislation Review*, New York, Vol. 31, No. 1 (March 1941), pp. 30-37.

Advocates the widest possible extension of old-age and survivors insurance as a necessary basis for other possible general insurance programs, and as an aid in solving the problem of multiple benefits through different types of protection.

CORSON, JOHN J. "Social Security and Municipal Employees." *Minnesota Municipalities*, Minneapolis, Vol. 26, No. 3 (March 1941), pp. 99-104.

An outline of existing retirement protection for municipal employees and of arguments for and against the inclusion of these employees under the Social Security Act.

CORSON, JOHN J. "Taking the Headaches Out of Wage Reporting." *Economic Security Bulletin* (National Association of Manufacturers), New York, Vol. 5, No. 3 (March 1941), p. 5.

Kennecott Copper Corporation Retirement Plan. Place not given [1940]. 15 pp.

A plan for employees earning more than \$3,000 per year.

"Lump-Sum Death Benefit Payments." *Monthly Review of the Railroad Retirement Board*, Washington, Vol. 2, No. 1 (January 1941), pp. 5-7. Processed.

Data on payments under the Railroad Retirement Act of 1937, for the period ended June 30, 1940.

MUNICIPAL FINANCE OFFICERS ASSOCIATION OF THE UNITED STATES AND CANADA. *Summary of Proceedings, Informal Conference on Extension of Old Age and Survivors Insurance Under the Federal Social Security Act to State and Local Employees, Washington, D. C., November 25, 1940, Sponsored by Municipal Finance Officers Association.* Chicago, 1940. 59 pp. Processed.

"Municipal Finance Officers Outline Pros and Cons of Public Employee Inclusion in Social Security Act." *Minnesota Municipalities*, Minneapolis, Vol. 26, No. 3 (March 1941), pp. 104-107.

A summary of discussion at a meeting between members of the Municipal Finance Officers Association and members of the staff of the Social Security Board and the Federal Security Agency.

"Old Age and Survivors Insurance Under Federal Social Security Act; A Statement Prepared by the League of Kansas Municipalities." *Minnesota Municipalities*, Minneapolis, Vol. 26, No. 3 (March 1941), pp. 107-108.

SOUTHERN BAPTIST CONVENTION. RELIEF AND ANNUITY BOARD. *Twenty-Second Annual Report . . . 1940.* Dallas, 1940. 29 pp.

Covers the calendar year 1939. Includes recommendations and resolutions concerning social security.

WITTE, EDWIN E. "Is the Continued Drive for Universal Pensions a Social Menace?" *American Labor Legislation Review*, New York, Vol. 31, No. 1 (March 1941), pp. 38-46.

Presents evidence indicating that some form of universal old-age pension is probable, and advocates extension of old-age and survivors insurance to the entire population and improvement of Federal-State old-age assistance as a solution.

EMPLOYMENT SECURITY

BAKKE, E. WIGHT. "The Benefit Structure of Unemployment Compensation." *Lawyers Guild Review*, Washington, Vol. 1, No. 2 (December 1940), pp. 1-5.

Characterizes as "the basic anomaly" of our existing unemployment compensation systems the fact that amount and duration of benefits are geared "directly to the very inadequacies and irregularities we are trying to correct," and that no account is taken in the formulas under which benefits are paid to unemployed workers "of the principal factor which leads them to the relief office, the size of their families."

BAKKE, E. WIGHT. "The Economists and Unemployment." *American Economic Review*, Menasha, Wis., Vol. 30, No. 5 (February 1941), pp. 294-300. (Papers and Proceedings of the 53d Annual Meeting of the American Economic Association, 1940.)

"Board Member Bigge Explains His Proposal." *Economic Security Bulletin Supplement* (National Association of Manufacturers), New York, Vol. 5, No. 3 (March 1941), pp. 3-6.

Excerpts from an address on "Some Unsolved Problems in Connection with Unemployment Compensation."

CALIFORNIA. STATE DEPARTMENT OF EMPLOYMENT. *California Employment and Payrolls in 1938; A Study of Workers Covered by the California Unemployment Insurance Act, Classified by Industry and by County*. Prepared by Research and Statistics Section. Place not given, June 1940. 77 pp. Processed. (Report 127.)

CLAGUE, EWAN. "The Employment Service and National Defense." *Labor Information Bulletin*, Washington, Vol. 8, No. 2 (February 1941), pp. 8-10.

COLORADO. DEPARTMENT OF EMPLOYMENT SECURITY. *Job Insurance Under the Unemployment Compensation Act of Colorado, Amended 1939*. Denver, 1940. 6 pp. An informational circular.

COX, EMERY, JR. "Employment Relationships Within the Scope of State Unemployment Compensation Statutes." *Washington and Lee Law Review*, Lexington, Va., Vol. 1, No. 2 (Spring 1940), pp. 232-243.

EBERLING, E. J. "How Adequate is the Unemployment Compensation Program?" *Social Security*, New York, Vol. 15, No. 3 (March 1941), pp. 3-4.

Data and critical comment on the amount and duration of unemployment benefits, provisions regarding wage credits and waiting periods, and the general exemption of firms with fewer than eight employees, with particular reference to several Southern States.

HATTER, C. P. "'Experience Rating' under the State Unemployment Compensation Laws." *John Marshall Law Quarterly*, Chicago, Vol. 6, No. 2 (December 1940), pp. 202-207.

A favorable evaluation of experience rating, with special reference to the Illinois law.

"Help Stamp Out Fraud in Operation of Unemployment Insurance Law." *The Monitor* (Associated Industries of New York State), Buffalo, Vol. 27, No. 9 (February 1941), pp. 187-190 ff.

A statement from Milton O. Loysen, Executive Director of the New York State Division of Placement and Unemployment Insurance, and excerpts from a recent report of the New York Unemployment Insurance State Advisory Council.

INDIANA. UNEMPLOYMENT COMPENSATION DIVISION. *Estimates of the Cost of Extending the Duration of Benefit Payments*. Prepared by Research and Statistics Section. Indianapolis, October 7, 1941. 15 pp. Processed. (Memorandum No. 21.)

INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES. COMMITTEE ON EMPLOYMENT SERVICE CONTRIBUTION TO NATIONAL DEFENSE. *Report: Vocational Training for National Defense*. Washington, January 1941. 32 pp. Processed.

"Labor Requirements for National Defense." *Labor Information Bulletin*, Washington, Vol. 8, No. 2 (February 1941), pp. 5-7.

METROPOLITAN EMPLOYMENT COUNSELORS. *Handbook*

for Young Job Hunters. New York: Metropolitan Employment Counselors, 1941. 35 pp. Processed.

MORGENSTERN, OSKAR. "Unemployment: Analysis of Factors." *American Economic Review*, Menasha, Wis., Vol. 30, No. 5 (February 1941), pp. 273-293. (Papers and Proceedings of the 53d Annual Meeting of the American Economic Association, 1940.)

NATIONAL INDUSTRIAL CONFERENCE BOARD, INC. *Problems of Industrial Mobilization*. New York: National Industrial Conference Board, Inc., January 16, 1941. 20 pp.

NATIONAL INDUSTRIAL CONFERENCE BOARD, INC. *Reducing Fluctuations in Employment; Experience in 31 Industries*. By F. Beatrice Brower. New York: National Industrial Conference Board, Inc., 1940. 60 pp. (Studies in Personnel Policy, No. 27.)

Comment on the general aspects of employment stabilization programs and description of several such programs in different industrial fields.

NORTH DAKOTA. WORKMEN'S COMPENSATION BUREAU. UNEMPLOYMENT COMPENSATION DIVISION. *Seasonal Unemployment as a Special Problem in Unemployment Compensation*. Bismarck, February 1941. 27 pp. Processed.

"A Plan to Revamp Unemployment Compensation." *Economic Security Bulletin Supplement* (National Association of Manufacturers), New York, Vol. 5, No. 3 (March 1941), pp. 1-2.

An explanation of a plan for modifying the unemployment compensation program through the introduction of minimum Federal benefit standards and Federal reinsurance. It includes a memorandum by George E. Bigge and a quotation from a report made by the Legislative Committee of the Interstate Conference of Employment Security Agencies respecting proposed financial changes.

POSEY, THOMAS E. "Unemployment Compensation and the Coal Industry in West Virginia." *Southern Economic Journal*, Chapel Hill, N. C., Vol. 7, No. 3 (January 1941), pp. 347-361.

Points out some limitations in the West Virginia act as it applies to the coal industry, and offers suggestions for establishing "a liberal progressive unemployment compensation law" in the State.

"Repeal of Merit Rating Widely Demanded." *Social Security*, New York, Vol. 15, No. 3 (March 1941), pp. 5-6.

STEEL WORKERS ORGANIZING COMMITTEE. *Industrial Training; Apprentice, Vocational and Industrial Training in Relation to the National Defense Program*. Pittsburgh: Steel Workers Organizing Committee, no date, 18 pp. (Publication No. 4.)

SUTER, RAY M. *Experience Rating in Ohio*. New York, Chicago, etc.: Commerce Clearing House, 1941. 19 pp.

A report prepared by the chief of the benefits department of the Ohio Bureau of Unemployment Compensation

for H. C. Atkinson, Administrator of the Bureau. Considers employment security objectives and the Ohio experience-rating and benefit plan.

TENNESSEE. DEPARTMENT OF LABOR. DIVISION OF UNEMPLOYMENT COMPENSATION. *The Status of the Tennessee Unemployment Trust Fund and Statistical Summary of Operations of the Tennessee Unemployment Compensation Division, 1937-1939*. Prepared by E. J. Eberling and Joseph A. Frank. Nashville, February 1940. 48 pp. Processed.

UTAH. INDUSTRIAL COMMISSION. DEPARTMENT OF PLACEMENT AND UNEMPLOYMENT INSURANCE. *Personnel Standards . . . Issued October 1, 1940*. Salt Lake City, 1940. 31 pp.

VERMONT. UNEMPLOYMENT COMPENSATION COMMISSION. *The Adequacy of the Present Duration of Benefit Payments*. Prepared by Division of Research and Statistics. Place not given, January 1941. 26 pp. Processed.

WAGENET, R. G. "Role of California Employment Department in the Defense Program." *Journal of State and Local Government Employees*, Madison, Wis., Vol. 5, No. 3 (March 1941), pp. 3-4.

WASHINGTON. UNEMPLOYMENT COMPENSATION DIVISION. *Merit Rating Report*. Place not given, January 20, 1941. 42 pp. Processed.

Recommends, on the basis of Washington State industrial data, that no experience-rating plan be adopted at present.

WAGNER, ROBERT F. "Plan Now For Full Employment in Post-Emergency Period." *American Labor Legislation Review*, New York, Vol. 31, No. 1 (March 1941), pp. 7-8.

A brief statement by Senator Wagner explaining his proposal (S. J. Res. 16) for establishing a post-emergency economic advisory commission.

WEBBINK, PAUL. "Unemployment in the United States, 1930-40." *American Economic Review*, Menasha, Wis., Vol. 30, No. 5 (February 1941), pp. 248-272. (Papers and Proceedings of the 53d Annual Meeting of the American Economic Association, 1940.)

Includes discussion and evaluation of public measures for unemployment relief.

PUBLIC WELFARE AND RELIEF

BEST, HARRY. "Next Steps for the Blind." *Survey Mid-monthly*, New York, Vol. 77, No. 3 (March 1941), pp. 82-83.

Suggestions for programs to supplement the present assistance grants to blind persons.

BURNS, ARTHUR E., and KERR, PEYTON. "Recent Changes in Work-Relief Wage Policy." *American Economic Review*, Menasha, Wis., Vol. 31, No. 1 (March 1941), pp. 56-66.

CHARITABLE FUEL SOCIETY, PROVIDENCE. *Annual Report January 10, 1941*. Providence, 1941. 3 pp.

CHARNOW, JOHN. *Topics for Research Concerning Public Assistance Programs*. Washington: Committee on Social Security, Social Science Research Council, February 1941. 72 pp. Processed. (Pamphlet Series, No. 6.)

Fourteen topical groupings of research questions on the three types of public assistance under the Social Security Act. Previous issues in this series include *Suggestions for Research on Problems of Relief* and a supplementary *Selected Bibliography*.

FAMILY WELFARE ASSOCIATION OF AMERICA. *The Skills of the Beginning Case Worker, as Evaluated by the School, the Agency, and the Worker*. New York: Family Welfare Association of America, 1941. 30 pp.

Contains the following papers, presented at the 1940 National Conference of Social Work: A Study of the Case Work Performances of Graduates as a Measure of the Effectiveness of Professional Training, by Florence Hollis; What the Agency Expects of the First-Year Worker, by Lucia B. Clow; What the Case Worker Expects From His Professional Education and From the Agency Program on His First Job, by a Study Committee of First-Year Workers.

HUZAR, ELIAS. *Federal Unemployment Relief Policies: The First Decade*. Princeton, 1940. 15 pp. (Reprinted from the *Journal of Politics*, Vol. 2, No. 3 (1940)), pp. 321-335.

JANSEN, WILLIAM. *The Social Agencies and Public Education in New York City*. New York: Teachers College, Columbia University, 1940. 136 pp.

MARQUETTE, BLEECKER. "Rents and Relief." *Survey Mid-monthly*, New York, Vol. 77, No. 3 (March 1941), pp. 79-80.

MARTZ, HELEN SPITZ. "The Family in Public Assistance." *Pennsylvania Social Work*, Harrisburg, Vol. 7, No. 3 (January 1941), pp. 72-79.

Pennsylvania's attempts to coordinate the categorical public assistance grants to meet the needs of families and budget units.

"OAA and the Almshouses in the U. S." *Welfare Bulletin*, Springfield, Ill., Vol. 32, Nos. 2 and 3 (February-March 1941), pp. 14-16.

RUSSELL, HOWARD L. "Public Assistance—How, Why, and What." *The Federator*, Pittsburgh, Vol. 16, No. 3 (March 1941), pp. 55-61.

A discussion of public assistance in Pennsylvania.

SPRINGER, GERTRUDE. "Miss Bailey Goes Visiting: Time for the Tenth Case." *Survey Mid-monthly*, New York, Vol. 77, No. 3 (March 1941), pp. 84-85.

An informal narrative illustrating rural child-welfare services under the Social Security Act.

U. S. CHILDREN'S BUREAU. *Instructions to Official State Agencies With Regard to Plans and Financial Reports for Services for Crippled Children Under the Social Security Act, as Amended, Fiscal Year July 1, 1940 to June 30,*

1941. Washington, 1940. 32 pp. Processed. (U. S. Children's Bureau, Crippled Children Information Circular 11.)

WAYNE UNIVERSITY. SCHOOL OF PUBLIC AFFAIRS AND SOCIAL WORK. *Wayne County's Interest in State Grants-in-Aid*. Detroit: Detroit Bureau of Governmental Research, Inc., 1940. 48 pp. Processed.

"Papers presented at a conference held May 17, 1940, . . . sponsored by the School of Public Affairs and Social Work of Wayne University and the Detroit Bureau of Governmental Research."

ZIMMERMAN, EDNA. "The Challenge of the White House Conference." *Welfare Bulletin*, Springfield, Ill., Vol. 32, Nos. 2 and 3 (February-March 1941), pp. 3-6.

A survey of child-welfare services in Illinois.

HEALTH AND MEDICAL CARE

DAVIS, MICHAEL M. *America Organizes Medicine*. New York and London: Harper, 1941. 335 pp.

A review of the medical-care problem and its recent development in the United States, including general economic aspects, modern conditions of practice, existing and proposed types of health insurance, and legislative and research activities. The author emphasizes the widespread degree of medical organization as developed in agencies, methods of service, and methods of payment. The concluding section contains recommendations on financing medical care, organization of metropolitan and rural services, Federal and State policies, and health and defense. A bibliography is included.

GOLDMANN, FRANZ. "Voluntary Health Insurance." *Survey Midmonthly*, New York, Vol. 77, No. 3 (March 1941), pp. 80-82.

KRATZ, JOHN A. "Vocational Rehabilitation in the United States." *School Life*, Washington, Vol. 26, No. 5 (February 1941), pp. 144-145 ff.

"Municipal Doctors in Manitoba," by J. K. L. *Canadian Welfare*, Ottawa, Vol. 16, No. 8 (Feb. 15, 1941), pp. 40-41.